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LEGISLATIVE HISTORY

Public Law 87-415
S. 1991

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INDEX AND SUMMARY OF S. 1991

- May 29, 1961 Both Houses received from the President a proposed bill which was referred to the Senate Labor and Public Welfare Committee and the House Education and Labor Committee.
- Sen. Clark and others introduced and Sen. Clark discussed S. 1991 which was referred to the Senate Labor and Public Welfare Committee. Print of bill as introduced and remarks of Sen. Clark.
- July 25, 1961 Senate committee voted to report (but did not actually report) S. 1991.
- July 31, 1961 Senate committee reported S. 1991 with amendments. S. Report No. 651. Print of bill and report.
- Rep. Holland introduced H. R. 8399 which was referred to the House Education and Labor Committee. Print of bill as introduced.
- Aug. 7, 1961 Summary of S. 1991 as reported by the Senate Committee.
- Aug. 10, 1961 House committee reported H. R. 8399 without amendment. H. Report No. 879. Print of bill and report.
- Aug. 11, 1961 Sen. Javits submitted and discussed his proposed amendment to S. 1991.
- Aug. 22, 1961 Senate began consideration of S. 1991.
- Aug. 23, 1961 Senate passed S. 1991 with amendments.
- Aug. 24, 1961 Sen. Clark inserted a summary of S. 1991 as passed by the Senate.
- S. 1991 was referred to the House Education and Labor Committee. Print of bill as referred.
- Feb. 8, 1962 House Rules Committee granted an open rule, with three hours of debate, on H. R. 8399.
- Feb. 15, 1962 House Rules Committee reported resolution for the consideration of H. R. 8399. H. Res. 544. H. Report No. 1359. Print of resolution and report.
- Feb. 27, 1962 House began debate on H. R. 8399.

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INDEX AND SUMMARY OF S. 1991, continued

Feb. 28, 1962 House passed S. 1991 with amendment (in lieu of H. R. 8399).
House conferees were appointed.
H. R. 8399 laid on table due to passage of S. 1991.

Mar. 1, 1962 Senate conferees were appointed on S. 1991.
S. 1991 was printed with amendment of the House.

Mar. 7, 1962 Conferees agreed to file a report.

Mar. 8, 1962 Senate received and agreed to the conference report on S. 1991.

Mar. 12, 1962 House received conference report. H. Report No. 1416. Print of report.

Mar. 13, 1962 House agreed to conference report on S. 1991.

Mar. 15, 1962 Approved: Public Law 87-415.
Statement by the President when approving S. 1991.

DIGEST OF PUBLIC LAW 87-415

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962. Provides that the Secretary of Labor shall evaluate the impact of automation on the Nation's human resources and develop techniques which will predict the potential impact in advance; appraise manpower development efforts to meet foreseeable manpower needs; promote information concerning manpower; and arrange for general research and investigation to further the purpose of the program. Requires the Secretary of Labor to develop information regarding skill requirements, job opportunities, labor supply, and employment trends for use in performing training counseling and placement activities under the program. Requires the Secretary of Labor to promote the development of training programs designed to qualify for employment persons who cannot reasonably be expected to secure full-time employment without such training. Provides for a program of testing, counseling, selection, training and placement of unemployed or underemployed persons. Authorizes Federal payments to States to pay weekly Federal training allowances to persons undergoing training for periods not to exceed 52 weeks. Requires the Secretary of Labor to develop programs for one-the-job training and to cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training with vocational training programs. Authorizes agreements with States to provide training or retraining of persons under this program by State vocational education agencies. Requires the Secretary of Labor to use available services or facilities of other agencies. Provides that funds appropriated for this program may be transferred between departments and agencies. Requires that no training program financed in whole or in part by the Federal Government under the bill is to be approved unless it is apparent that neither the State nor the locality where the training is carried out has reduced or is reducing its own level or expenditures for vocational education and training, including programs under provisions of the Smith-Hughes Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions which are unrelated to the provisions or purposes of this bill.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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For actions of May 29, 1961
87th-1st, No. 90

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HIGHLIGHTS: Senate subcommittee voted to report Interior appropriation bill. Senate committee reported measure favoring establishment of international food reserve. House committee reported State-Justice appropriation bill. Rep. Findley criticized farm bill.

HOUSE

1. APPROPRIATIONS. The Appropriations Committee reported without amendment H. R. 7371, State, Justice, Judiciary, and related agencies appropriation bill for 1962 (H. Rept. 442). pp. 8582, 8593
2. FARM PROGRAM. Rep. Findley criticized the farm bill, saying "H. R. 6400 is not a farm bill. It is a grab for executive power unparalleled in history." pp. 8587-8
3. FARM MACHINERY; TRACTORS. Rep. Casey said, "We spend some \$45 million to overthrow Castro--and the U. N. sends him half a million dollars of our money in aid. Now, we are engaged in trying to buy back our self-respect with \$15 million worth of tractors." pp. 8591-2
4. EDUCATION. On May 26 the Education and Labor Committee reported without amendment H. R. 7215, to authorize assistance to public and other nonprofit institutions of higher education in financing the construction, rehabilitation, or improvement of needed academic and related facilities, and to authorize scholarship grants for under-graduate study in such institutions (H. Rept. 440). p. 8593

5. FOREIGN AID. Received from the President a proposed bill to promote the foreign policy, security, and general welfare of the United States by assisting peoples of the world in their efforts toward economic and social development and internal and external security; to Foreign Affairs Committee. p. 8593
6. HOUSING. The Banking and Currency Committee was granted until midnight Thurs., June 1, to file a report on H. R. 6028, the housing bill.
7. PUBLIC LANDS. The Agriculture Committee reported without amendment H. R. 2249, to authorize this Department to convey certain property in California to Trinity County (H. Rept. 443), and with amendment H. R. 2250, to direct this Department to convey certain lands in Lassen County, Calif., to the city of Susanville (H. Rept. 444). p. 8593
8. ADJOURNED until Thurs., June 1. p. 8593

SENATE

9. INTERIOR AND RELATED AGENCIES APPROPRIATION BILL, 1962. A Subcommittee of the Appropriations Committee voted to report with amendments to the full committee this bill, H. R. 6345, which includes Forest Service items. The "Daily Digest" states that the full committee will consider the bill Fri. p. D399
10. FOOD RESERVES. The Foreign Relations Committee reported without amendment S. Res. 128, expressing the sense of the Senate that the President should explore with other nations the establishment of an International food and raw materials reserve under the auspices of the United Nations and related international organizations for the purpose of acquiring and storing in foreign countries raw or processed farm products and other raw materials (S. Rept. 291). p. 8536
11. FOREIGN AID. The Foreign Relations Committee reported without amendment S. Res. 154, favoring the establishment of a White Fleet of ships to render emergency assistance, including food supplies, to people of other nations in case of disaster (S. Rept. 292). p. 8536
12. FARM LOANS. Sen. Humphrey discussed the "credit emergency facing the average farmer," stated that "even though FHA funds were exhausted well before the end of fiscal 1961 the Department of Agriculture has not requested an increase in loan authorizations for 1962," and inserted his testimony before the S. Agriculture Appropriations Subcommittee favoring an increase in loan funds for FHA. p. 8549
13. MANPOWER RESOURCES. Both Houses received from the President a proposed bill for the occupational training, development, and use of the manpower resources of the Nation; to S. Labor and Public Welfare and H. Education and Labor Committees. pp. 8532, 8593
14. FARM PROGRAM. Sen. Carlson inserted a resolution of the Troy, Kan., Local Farmers Union favoring enactment of the omnibus farm bill, and a statement of the Kan. Farmers Union commending passage of the feed grain bill and stating that if the omnibus farm bill cannot be enacted in time to apply to the 1962 wheat crop it favors passage of legislation "to idle land similar to the feed-grain bill provide for bushel allotments and raise the price of wheat." p. 8535

87TH CONGRESS
1ST SESSION

S. 1991

IN THE SENATE OF THE UNITED STATES

MAY 29, 1961

Mr. CLARK (for himself, Mr. RANDOLPH, Mr. HUMPHREY, Mr. McNAMARA, Mr. HART, and Mr. PELL) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Manpower Development
4 and Training Act of 1961".

5 TITLE I—OCCUPATIONAL TRAINING AND MAN-
6 POWER UTILIZATION

7 STATEMENT OF FINDINGS AND PURPOSE

8 SEC. 102. The Congress hereby reaffirms the preeminent
9 importance of achieving maximum employment, production,

1 and purchasing power, in accord with the national commit-
2 ment set forth in section 2 of the Employment Act of 1946,
3 and declares that, to achieve these goals, it is essential there
4 be rapid technological progress. The Congress further de-
5 clares that it is the continuing responsibility of the Federal
6 Government to assist in the development of policies and pro-
7 grams which will result in the adequate development, prep-
8 aration, and productive use of the manpower resources of
9 the Nation in pursuit of our national goals. The Congress
10 finds that the skills of many persons have been rendered
11 obsolete by dislocations in the economy arising from automa-
12 tion or other technological developments and changes in the
13 structure of the economy; that Government leadership is
14 necessary to insure that the benefits of automation do not
15 become burdens of widespread unemployment; and that im-
16 proved planning and expanded efforts will be required to
17 assure that men and women will be trained and available
18 to meet shifting employment needs. The Congress further
19 finds that many persons now unemployed, in order to become
20 qualified for reemployment, must be provided with skills
21 which are or will be in demand in the labor market; that the
22 skills of many persons now employed are inadequate to
23 enable them to participate effectively in the mainstream
24 of the Nation's economy; and that it is in the national in-
25 terest that the opportunity to acquire new skills be afforded

1 to these people in order to alleviate the hardships of unem-
2 ployment, reduce the costs of unemployment compensation
3 and public assistance and to increase the Nation's productivity
4 and its capacity to meet the requirements of the space age.
5 It is therefore the purpose of this Act to require the Federal
6 Government to appraise the manpower requirements and
7 resources of the Nation, develop and apply the information
8 and methods needed to deal with the problems of automation
9 and with technological and other types of persistent unem-
10 ployment, and provide for the adequate training and retrain-
11 ing of the Nation's labor force.

12 AUTOMATION AND OCCUPATIONAL TRAINING

13 SEC. 103. To assist the Nation in accomplishing the ob-
14 jectives of technological progress while avoiding or mini-
15 mizing individual hardship and widespread unemployment,
16 the Secretary of Labor shall—

17 (1) evaluate the impact of, and benefits and
18 problems created by automation, technological progress,
19 and other changes in the structure of production and de-
20 mand on the use of the Nation's human resources; es-
21 tablish techniques and methods for detecting in advance
22 the potential impact of such developments; develop solu-
23 tions to these problems, and publish findings pertaining
24 thereto; and to such ends conduct or cause to be con-
25 ducted within the Department of Labor and other agen-

1 cies of Government, a comprehensive and continuing
2 program of research as may be necessary;

3 (2) promote, encourage, or directly engage in pro-
4 grams of information and communication concerning au-
5 tomation, technological developments, and prevention
6 and amelioration of undesirable manpower effects from
7 such developments;

8 (3) appraise the adequacy of the Nation's man-
9 power development efforts to meet foreseeable man-
10 power needs and recommend needed adjustments; and

11 (4) arrange for the conduct of such research and
12 investigations as give promise of furthering the objec-
13 tives of this Act.

14 IMPROVING LABOR MOBILITY

15 SEC. 104. In order to encourage the mobility of labor,
16 to determine existing impediments to such mobility, and to
17 determine the feasibility and desirability of methods to im-
18 prove the mobility of labor, the Secretary of Labor is di-
19 rected to—

20 (1) establish a program of factual studies of prac-
21 tices of employers and unions which tend to impede the
22 mobility of workers or which facilitate mobility, includ-
23 ing but not limited to early retirement and vesting pro-
24 visions and practices under private compensation plans;
25 the extension of health, welfare, and insurance benefits

1 to laid-off workers; the operation of severance pay plans;
2 the operation of seniority systems; and the use of ex-
3 tended leave plans for education and training purposes.

4 A report on these studies shall be included as a part
5 of the Secretary's report on automation and manpower
6 training and use.

7 (2) promote by discussions, publications, and other
8 appropriate means, the development and adoption
9 of equitable practices which improve the mobility of
10 workers.

11 SECRETARY'S REPORT

12 SEC. 105. The Secretary of Labor shall make such re-
13 ports and recommendations to the President and the Con-
14 gress as he deems appropriate pertaining to manpower re-
15 quirements, resources, use, and training.

16 INFORMATION AND RESEARCH

17 SEC. 106. The Secretary of Labor shall develop, com-
18 pile, and make available, in such manner as he deems appro-
19 priate, information regarding skill requirements, occupational
20 outlook, job opportunities, labor supply in various skills,
21 and employment trends on a National, State, or area or other
22 appropriate basis which shall be used in the educational,
23 training, counseling, and placement activities performed un-
24 der this Act.

APPROPRIATIONS FOR ADMINISTRATION

SEC. 107. There are hereby authorized to be appropriated to the Secretary of Labor such sums as are necessary to administer the provisions of this title.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

RESPONSIBILITY FOR PROGRAMS

8 SEC. 201. (a) In carrying out the purposes of section
9 102 of this Act, the Secretary of Labor shall determine the
10 skill requirements of the economy, develop policies for the
11 adequate occupational development and maximum utiliza-
12 tion of the skills of the Nation's workers, and develop and
13 encourage the development of broad and diversified on-the-
14 job and related training and retraining programs, and en-
15 courage the development of vocational training programs,
16 designed to qualify for reemployment the many unemployed
17 persons who cannot reasonably be expected to secure full-
18 time employment without retraining, and to equip the Na-
19 tion's workers with the new and improved skills that are and
20 will be required.

(b) The Secretary of Labor shall carry out his responsibilities under this title through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institu-

1 tions, State, Federal, and local agencies, and other appropri-
2 ate public and private organizations and facilities.

3 SELECTION OF TRAINEES

4 SEC. 202. (a) The Secretary of Labor shall provide a
5 program for testing, counseling, and selecting for occupa-
6 tional training those unemployed persons who cannot reason-
7 ably be expected to secure appropriate full-time employment
8 without retraining.

9 (b) Although priority in placement for training shall
10 be extended to such unemployed persons, the Secretary of
11 Labor shall, to the maximum extent possible, also refer
12 other qualified persons for training or retraining programs
13 which will enable them to acquire needed skills.

14 (c) The Secretary of Labor shall determine the occupa-
15 tional training or retraining needs of such persons, provide
16 for their orderly selection and referral for training under titles
17 III and IV, and provide placement services to persons who
18 have completed their training, as well as counseling services
19 to such persons for an appropriate period after they have
20 been placed.

21 FEDERAL RETRAINING ALLOWANCES

22 SEC. 203. (a) The Secretary of Labor may, on behalf
23 of the United States, enter into agreements with States under
24 which the Secretary of Labor shall make payments to such

1 States either in advance or by way of reimbursement for the
2 purpose of enabling such States, as agents for the United
3 States, to make payment of weekly Federal retraining allow-
4 ances to individuals selected for training pursuant to the pro-
5 visions of section 202 (a) of this title and undergoing retrain-
6 ing in a program operated pursuant to the provisions of this
7 Act. Such payments shall be made for a period not exceed-
8 ing fifty-two weeks, and the amount of any such payment in
9 any week for individuals undergoing full-time vocational re-
10 training, including vestibule or other forms of uncompensated
11 employer-provided training, shall not exceed the amount of
12 the average weekly unemployment compensation payment
13 (including allowances for dependents) for a week of total
14 unemployment in the State making such payments during
15 the most recent quarter for which such data are available.

16 For individuals undergoing on-the-job training for
17 which compensation is received, the amount of any payment
18 by the Secretary of Labor under this section shall not exceed
19 the total amount of the hourly wages received from the
20 employer or 50 per centum of the Federal retraining allow-
21 ance payable in the State, whichever is the lesser: *Pro-*
22 *vided*, That in no event shall such sum when added to the
23 amount received from the employer bring the total to more
24 than \$46.

25 (b) Such Federal retraining allowances may be supple-

1 mented by such sums as may be determined by the Secre-
2 tary of Labor to be necessary to defray transportation and
3 subsistence expenses for separate maintenance of individuals
4 engaged in retraining under this title when such retraining
5 is provided in facilities which are not within commuting
6 distance of their regular place of residence.

7 (c) In order to qualify as an approved retraining pro-
8 gram, on-the-job training must be compensated by the em-
9 ployer at such rates, including periodic increases, as may
10 be deemed reasonable under regulations hereinafter author-
11 ized, considering such factors as industry, geographical re-
12 gion, and trainee proficiency.

13 (d) No weekly retraining allowance shall be made to
14 any person otherwise eligible who, with respect to the week
15 for which such payment would be made, has received or is
16 seeking unemployment compensation under title XV of the
17 Social Security Act or any other Federal or State unemploy-
18 ment compensation law, but if the appropriate State or Fed-
19 eral agency finally determines that a person denied retraining
20 allowances for any week because of this subsection was not
21 entitled to unemployment compensation under title XV of
22 the Social Security Act or such Federal or State law with
23 respect to such week, this subsection shall not apply with
24 respect to such week.

1 (e) Any agreement under this section may contain such
2 provisions (including, as far as may be appropriate, provi-
3 sions authorized or made applicable with respect to agree-
4 ments concluded by the Secretary of Labor pursuant to title
5 XV of the Social Security Act) as will promote effective
6 administration, protect the United States against loss and
7 insure the proper application of payments made to the State
8 under such agreement. Except as may be provided in such
9 agreements, or in regulations hereinafter authorized, deter-
10 minations by any duly designated officer or agency as to the
11 eligibility of individuals for weekly Federal retraining allow-
12 ances under this section shall be final and conclusive for any
13 purposes and not subject to review by any court or any other
14 officer.

15 FEDERAL RELOCATION ALLOWANCES

16 SEC. 204. The Secretary of Labor may pay 50 per
17 centum of the expenses incurred in transportation of per-
18 sons and household effects to effect the relocation of indi-
19 viduals involuntarily unemployed six months or more and
20 their families, where he determines that such individuals
21 cannot reasonably be expected to secure full-time employment
22 in the community in which they reside, have bona fide offers
23 of employment of extended duration, and are deemed quali-
24 fied to perform the work for which they are being employed.

1 AGREEMENTS WITH STATES

2 SEC. 205. (a) The Secretary of Labor is authorized to
3 enter into agreements with States, or with the appropriate
4 State agency, pursuant to which the Secretary of Labor may,
5 for the purpose of carrying out his functions and duties under
6 this title, utilize the services of the appropriate State agency
7 and, notwithstanding any other provision of law, may reim-
8 burse the State or appropriate agency and its employees for
9 services rendered for such purposes.

10 (b) Any agreement under this section may contain such
11 provisions as will promote effective administration, protect
12 the United States against loss and insure that the functions
13 and duties to be carried out by the appropriate State agency
14 are performed in a manner satisfactory to the Secretary of
15 Labor.

16 RULES AND REGULATIONS

17 SEC. 206. The Secretary of Labor shall prescribe such
18 rules and regulations as he may deem necessary and appro-
19 priate to carry out the provisions of this title.

20 APPROPRIATIONS

21 SEC. 207. There are hereby authorized to be appropri-
22 ated to the Secretary of Labor such sums as may be necessary
23 to carry out the provisions of this title.

1 TITLE III—ON-THE-JOB AND RELATED
2 TRAINING

3 DEVELOPMENT OF ON-THE-JOB AND RELATED TRAINING
4 COURSES

5 SEC. 301. (a) The Secretary of Labor shall encourage,
6 develop, and secure the adoption of programs for on-the-job
7 and related training needed to equip individuals selected for
8 training with the appropriate skills. The Secretary shall, to
9 the maximum extent possible, secure the adoption by private
10 and public agencies, employers, trade associations, labor or-
11 ganizations and other industrial, educational, and community
12 groups which he determines are qualified to conduct effective
13 training programs under this title of such programs as he
14 approves, and for this purpose he is authorized to enter into
15 appropriate agreements with them.

16 (b) The Secretary of Labor may provide such addi-
17 tional on-the-job and related training programs and facilities
18 as he finds necessary.

19 (c) The Secretary of Labor shall cooperate with the
20 Secretary of Health, Education, and Welfare in coordinating
21 on-the-job training programs with vocational educational
22 programs conducted pursuant to the provisions of title IV.

23 TRAINING PROGRAM STANDARDS

24 SEC. 302. In adopting or approving any training pro-
25 gram under this title, and as a condition to the expenditure

1 of funds for any such program, the Secretary shall make such
 2 arrangements as he deems necessary to insure adherence to
 3 appropriate training standards and policies, including as-
 4 surances—

5 (1) that the training content of the program is ade-
 6 quate, involves reasonable progression, and will result
 7 in the qualification of trainees for suitable employment;

8 (2) that the training period is reasonable and con-
 9 sistent with periods customarily required for comparable
 10 training;

11 (3) that wages paid to trainees are not less than
 12 those customarily paid in the training establishment and
 13 in the community to learners on the same job; and

14 (4) that adequate and safe facilities, personnel,
 15 and records of attendance and progress are provided.

16 SUPERVISION OF ON-THE-JOB AND RELATED TRAINING

17 PROGRAMS

18 SEC. 303. The Secretary of Labor shall make appro-
 19 priate provision for continuous supervision of the on-the-job
 20 and related training programs conducted under this title
 21 to insure the quality of the training provided and the ade-
 22 quacy of the various programs.

23 STATE AGREEMENTS

24 SEC. 304. (a) The Secretary of Labor is authorized to
 25 enter into an agreement with a State, or with the appropri-

1 ate agency of the State, pursuant to which the Secretary of
2 Labor may, for the purpose of carrying out his functions and
3 duties under this title, utilize the services of the appropriate
4 State agency and, notwithstanding any other provision of
5 law, may reimburse such State or appropriate agency for
6 services rendered for such purposes.

7 (b) Any agreement under this section may contain
8 such provisions as will promote effective administration, pro-
9 tect the United States against loss and insure that the
10 functions and duties to be carried out by the appropriate
11 State agency are performed in a manner satisfactory to the
12 Secretary of Labor.

13 RULES AND REGULATIONS

14 SEC. 305. The Secretary of Labor shall prescribe such
15 rules and regulations as he may deem necessary and ap-
16 propriate to carry out the provisions of this title.

17 APPROPRIATIONS

18 SEC. 306. There are hereby authorized to be appro-
19 priated to the Secretary of Labor such sums as may be neces-
20 sary to carry out the provisions of this title.

21 TITLE IV—VOCATIONAL TRAINING

22 PROVISION OF VOCATIONAL TRAINING

23 SEC. 401. The Secretary of Health, Education, and Wel-
24 fare shall, pursuant to the provisions of title II of this Act,
25 enter into agreements with States under which the appropri-

1 ate State vocational education agencies will undertake to pro-
2 vide the vocational training or retraining needed to equip
3 individuals, referred to the Secretary of Health, Education,
4 and Welfare by the Secretary of Labor pursuant to section
5 202, for the occupations specified in the referrals. Such
6 State agencies shall provide for such training or retraining
7 through public education agencies or institutions or, if facili-
8 ties or services of such agencies or institutions are not ade-
9 quate for the purpose, through arrangements with private
10 educational or training institutions. Any such agreement
11 may provide for payment to such State agency of up to 100
12 per centum of the cost to the State of carrying out the agree-
13 ment with respect to unemployed individuals, and up to 50
14 per centum of the cost with respect to other individuals, and
15 shall contain such other provisions as will promote effective
16 administration (including provision for reports on the at-
17 tendance and performance of trainees and provision for con-
18 tinuous supervision of the training programs conducted under
19 the agreement to insure the quality and adequacy of the
20 training provided), protect the United States against loss,
21 and assure that the functions and duties to be carried out by
22 such State agency are performed in such fashion as will
23 carry out the purposes of this title. In the case of any State
24 which does not enter into an agreement under this section,
25 and in the case of any training which the State agency does

1 not provide under such an agreement, the Secretary of
2 Health, Education, and Welfare shall provide the needed
3 training by agreement or contract with public or private edu-
4 cational or training institutions.

5 COOPERATION WITH SECRETARY OF LABOR

6 SEC. 402. The Secretary of Health, Education, and Wel-
7 fare shall cooperate with the Secretary of Labor in coordinat-
8 ing vocational educational programs with on-the-job and
9 related training conducted pursuant to the provisions of title
10 III.

11 RULES AND REGULATIONS

12 SEC. 403. The Secretary of Health, Education, and Wel-
13 fare may prescribe such rules and regulations as he may deem
14 necessary and appropriate to carry out the provisions of
15 this title.

16 APPROPRIATIONS

17 SEC. 404. There are authorized to be appropriated to
18 the Secretary of Health, Education, and Welfare such sums
19 as may be necessary to carry out the provisions of this title.

20 TITLE V—MISCELLANEOUS

21 OTHER AGENCIES AND DEPARTMENTS

22 SEC. 501. (a) In the performance of his functions under
23 this Act, the Secretary of Labor, in order to avoid unneces-
24 sary expense and duplication of functions among Government

1 agencies, shall use the available services or facilities of other
2 agencies and instrumentalities of the Federal Government,
3 under conditions specified in subsection (d). Each depart-
4 ment, agency, or establishment of the United States is au-
5 thorized and directed to cooperate with the Secretary of
6 Labor and, to the extent permitted by law, to provide such
7 services and facilities as he may request for his assistance in
8 the performance of his functions under this Act.

9 (b) Funds authorized to be appropriated under this
10 Act may be transferred, with the approval of the Director
11 of the Bureau of the Budget, between departments and
12 agencies of the Government, if such funds are used for the
13 purposes for which they are specifically authorized and
14 appropriated.

15 (c) Subject to the standards and procedures prescribed
16 by section 505 of the Classification Act of 1949, as amended,
17 the head of any agency, for the performance of functions
18 under this Act, including functions delegated pursuant to
19 subsection (a), may place positions in grades 16, 17, and 18
20 of the General Schedule established by such Act, and such
21 positions shall be in addition to the number of such positions
22 authorized by section 505 of the Classification Act of 1949,
23 as amended, to be placed in such grades: *Provided*, That not
24 to exceed a total of ten such positions may be placed in such

1 grades under this subsection, to be apportioned among the
2 agencies by the Secretary, with the approval of the Director
3 of the Bureau of the Budget.

4 (d) The Secretary of Labor and the Secretary of
5 Health, Education, and Welfare may make such contracts
6 or agreements, establish such procedures, and make such pay-
7 ments, either in advance or by way of reimbursement, or
8 otherwise allocate or expend funds made available under this
9 Act, as they deem necessary to carry out the provisions of
10 this Act.

11 TERMINATION OF AUTHORITY

12 SEC. 502. (a) All authority conferred under titles II,
13 III, and IV of this Act shall terminate at the close of June
14 30, 1965.

15 (b) Notwithstanding the foregoing, the termination of
16 these titles shall not affect the disbursement of funds under,
17 or the carrying out of, any contract, commitment or other
18 obligation entered into pursuant to these titles prior to the
19 date of such termination: *Provided*, That no disbursement of
20 funds shall be made pursuant to the authority conferred under
21 titles II, III, and IV of this Act after December 30, 1965.

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

By Mr. CLARK, Mr. RANDOLPH, Mr. HUMPHREY,
Mr. McNAMARA, Mr. HART, and Mr. PELL

MAY 29, 1961

Read twice and referred to the Committee on Labor
and Public Welfare

August 14, 1947, in settlement of property damage claims not covered under the peace treaty. No reverter clause was included in the agreement.

Under the War Claims Act of 1948, as amended, among other things provision was made to compensate members of our Armed Forces who were detained as prisoners of war. These benefits were paid out of the war claims fund, comprised of blocked and vested German and Japanese assets.

Commission records disclose that approximately 20,000 members of the Armed Forces were detained in or by Italy, and who received prisoner of war compensation at an average of \$1,500 each. Thus, roughly \$30 million of German and Japanese assets were utilized to compensate prisoners of Italy. Accordingly, it is recommended that such balances as remain in the Italian claims fund be utilized to reimburse, in some measure, the war claims fund.

Upon completion of the claims program against the Government of Rumania on August 9, 1959, the Commission has issued 498 awards in the aggregate of \$84,729,291 including interest, against a fund in the amount of about \$22 million. On March 30, 1960, the Governments of the United States and the Rumanian People's Republic executed an en bloc settlement of these claims of U.S. nationals upon the provision that Rumania pay to the United States an additional \$2.5 million in 5 equal annual installments.

Inasmuch as the statute now provides that the Rumanian Fund shall be comprised only of sums blocked, vested and transferred by the Attorney General, the additional sums paid by Rumania cannot be covered into the Fund. New subsection (c) provides the vehicle for accomplishing this purpose.

Paragraphs 8 and 9. Paragraph 8 involves technical changes in the language of section 303, title III of the act to permit the addition of a new paragraph "(4)" as contained in the amendment under paragraph 9. The proposal under paragraph 9 makes provision for disposition of a small number of claims against Rumania, included within the agreement of March 30, 1960, which have arisen since August 9, 1955, as well as any additional similar claims which may be included within agreements the United States may make in the future with Bulgaria and Hungary. Negotiations are currently underway with Bulgaria.

Paragraph 10: This proposal requires the normal publication of the claims filing period in the Federal Register.

Paragraph 11: This proposal re-vamps the award payment provisions with respect to claims against Rumania or by the execution of a future claims settlement agreement with Bulgaria or Hungary in order to insure that new awardees will not obtain a pecuniary advantage over previous awardees. Awardees under the Rumanian program have received approximately 35 cents on the dollar in payments on their awards. This proposal would limit payments on new awards to a like extent, and then permit the residual balance to be distributed proportionately among all awardees.

Paragraph 12: This proposal requires the Commission to windup its affairs in the Rumanian claims program within a period of 18 months.

THE TULE-KLAMATH WILDLIFE REFUGES. THE NEED FOR GREATER PROTECTION FOR BOTH BIRDS AND CROPS

Mr. KUCHEL. Mr. President, I introduce, for appropriate reference, a bill declaring it is the policy of the Congress to stabilize ownership of land in the

Klamath Federal reclamation project in Oregon and California, as well as the administration and management of the Klamath Federal reclamation project and the Lower Klamath National Wildlife Refuge, Upper Klamath National Wildlife Refuge, and the Tule Lake National Refuge. The purpose of this legislation is to preserve the necessary existing habitat for migratory waterfowl in the most vital single area of the Pacific Flyway, and to prevent depredations upon agricultural crops in the Pacific Coast States.

This proposal, I believe, is of importance that extends far beyond interests of the two States immediately concerned. For this reason, it is pertinent to detail a few background facts about the so-called Tule-Klamath complex.

The 35,000-acre Tule Lake Refuge and 43,930-acre Lower Klamath Refuge were created by Executive orders in 1908 and 1911. These areas accommodate the largest concentrations of birds. Two other Federal refuges are in the basin: Upper Klamath, 12,518 acres of bulrush marsh, and Clear Lake, 7,440 acres of rocky terrain and 25,300 acres of water.

Both also were created by Executive order in 1911.

In the opinion of qualified specialists in the field of wildlife management, the Tule-Klamath system of refuges is the most important single waterfowl area on the continent, certainly in the United States. It is estimated that 80 percent of all waterfowl in the Pacific flyway pass through this area. Seasoned observers marvel at the concentrations of wild waterfowl which have been estimated to reach peaks of 7,500,000 birds at one time. The annual usage has been calculated as high as 240 million bird days.

While Tule-Klamath is of primary value as a resting and feeding location, it compares favorably to the best Canadian wetlands as a duck production area. Between 115,000 and 120,000 wild ducks, including important numbers of the scarce red heads and ruddy ducks, are hatched and raised at the area each year.

Large numbers of waterfowl pass through the Tule-Klamath region in the spring but the heaviest concentrations occur during a 6-week to 2-month period in the fall. The area at that time offers some of the best waterfowl hunting in the Nation. Sportsmen have plenty of room to shoot in safety without disturbing significant numbers of birds. From 1955 to 1958, the average hunter use of refuge lands was 16,900 man-days on Tule Lake and 22,125 on Lower Klamath.

The autumn, however, also is the time when grain crops are being harvested in the fertile valleys of both Oregon and California. Crop-depredation losses in central California alone have been calculated as high as \$1 million for 1 year. Without the Tule-Klamath area to hold the birds, agricultural losses—particularly in rice and wheat—would be much higher.

The U.S. Government's obligations under international treaties with Canada and Mexico for the protection of migra-

tory waterfowl along the Pacific flyway can be met only if the Tule-Klamath complex operates at maximum efficiency.

The need for stabilizing the situation is indicated by the fact that during the past 60 years the marsh and water areas in Tule and Lower Klamath Lakes have dwindled from an original 187,000 acres to only 25,000 acres, and each year additional encroachments are made upon the remnants of the waterfowl habitat or water resources essential to the birds. The recent addition of the 15,000-acre Klamath Indian Marsh has improved the nesting habitat, but the area does not produce cereal crops necessary to hold large fall and spring migrations.

Under the existing arrangement, however, the Bureau of Reclamation has primary jurisdiction over all lands and waters within the refuges. Stabilization of the area, as provided for in my bill, will permit maximum development of refuge lands, together with a minimum loss of waterfowl due to botulism, which has resulted in the loss of as many as 34,000 birds in a single year.

These lands are under reclamation withdrawal status and efforts have been made to open some 15,000 acres of lands in the Tule Lake area to homesteading. Allegations have been made to the effect that fish and wildlife interests wish to drive farmers out of business. No farmers would be driven out; the 15,000 acres under contention already are being farmed under lease, an arrangement which would be continued. My bill, however, would preclude a homesteading "windfall" on land currently leased for barley farming on a bid basis at an average rate of \$35 per acre.

This plan has been recommended or approved by the Interior Department's Advisory Committee on Fish and Wildlife, the International Association of Game, Fish, and Conservation Commissioners, the California Department of Fish and Game, the Oregon Game Commission, and many private conservation organizations, among them, the National and California Wildlife Federations, the Izaak Walton League of America, and the National Audubon Society. In addition, it has the support of many conservationists, hunters, and farmers in my own State.

I am firmly convinced that these farming arrangements plus the sizable income resulting from hunter expenditures will mean more to the local citizenry than possible under any other land ownership plan. In brief, the stabilization of the refuge units made possible through the enactment of the provisions of this bill will mean more to the general public than any other arrangement.

Mr. President, I ask unanimous consent that the bill be printed as a part of my remarks and that it lie at the desk through June 1, for Senators who may desire to join as cosponsors.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the Record, and will lie on the desk, as requested by the Senator from California.

The bill (S. 1988) to aid in the administration of the Tule Lake, Lower Klamath, and Upper Klamath National Wildlife Refuges in Oregon and California, and for other purposes, was received, read twice by its title, referred to the Committee on Interior and Insular Affairs, and ordered to be printed in the RECORD, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is hereby declared to be the policy of the Congress to stabilize the ownership of the land in the Klamath Federal Reclamation Project, Oregon and California, as well as the administration and management of the Klamath Federal Reclamation Project and the Lower Klamath National Wildlife Refuge, Upper Klamath National Wildlife Refuge, and Tule Lake National Wildlife Refuge, to preserve intact the necessary existing habitat for migratory waterfowl in this vital area of the Pacific Flyway, and to prevent depredations of migratory waterfowl on agricultural crops in the Pacific Coast States.

SEC. 2. Notwithstanding any other provisions of law, all lands owned by the United States lying within the Executive order boundaries of the Lower Klamath National Wildlife Refuge, the Upper Klamath National Wildlife Refuge, and the Tule Lake National Wildlife Refuge are hereby dedicated to wildlife conservation, shall be administered by the Secretary of the Interior primarily for waterfowl management purposes, and shall not be opened to homestead entry. The following public lands shall also be administered by the Secretary of the Interior primarily for waterfowl management purposes and shall not be opened to homestead entry: Hanks Marsh, and first form withdrawal lands (approximately 1,440 acres) in Klamath County, Oregon, lying adjacent to Upper Klamath National Wildlife Refuge; White Lake in Klamath County, Oregon, and Siskiyou County, California; and thirteen tracts of land in Siskiyou County, California, lettered as tracts "A," "B," "C," "D," "E," "F," "G," "H," "I," "J," "K," "L," and "N" totalling approximately 3,292 acres, and tract "P" in Modoc County, California, containing about 10 acres, all as shown on Plate 4 of the report entitled "Plan for Wildlife Use of Federal Lands in the Upper Klamath Basin, Oregon-California," dated April 1956, prepared by the U.S. Fish and Wildlife Service. All the above lands shall remain permanently the property of the United States.

SEC. 3. Fifty cents per acre shall be paid on all reserved public lands lying within the Executive order boundaries of the Lower Klamath National Wildlife Refuge and the Tule Lake National Wildlife Refuge, to the counties within which such refuges are located, beginning with the fiscal year 1962: *Provided*, That the total annual payment per acre to each county shall not exceed three-fourths of the average per-acre tax levied on similar lands in private ownership in each county: *Provided further*, That no such payments shall be made which will reduce the contractual obligations of the United States with the Tulare Lake Irrigation District or the Klamath Drainage District.

SEC. 4. The Secretary of the Interior shall retain in the Bureau of Reclamation or other bureau or agency within the Department of the Interior the full authority to lease the reserved public lands lying within the Executive order boundaries of the Lower Klamath and the Tule Lake National Wildlife Refuges. Leases for agricultural purposes shall provide for the growing of grains, forage, and soil-building crops, except that not more than 25 percent of the leased lands may be planted to row crops.

SEC. 5. The area of the water surface of the active sumps in the Klamath Project lying within the Executive order boundaries of the

Tule Lake National Wildlife Refuge shall not be reduced by diking or any other means to less than the existing 13,000 acres.

SEC. 6. In carrying out the obligations of the United States under any migratory bird treaty, the Migratory Bird Treaty Act (40 Stat. 775), as amended, or the Migratory Bird Conservation Act (45 Stat. 1222), as amended, waters under the control of the Secretary of the Interior shall be so regulated as to provide the quantity necessary (1) to maintain sump levels, as established by contractual rules and regulations, in the Tule Lake National Wildlife Refuge, and (2) to maintain the ultimate developments in the Upper and Lower Klamath National Wildlife Refuges which, in the judgment of the Secretary of the Interior, will provide biologically suitable habitat for waterfowl utilization.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

Mr. CLARK. Mr. President, I introduce, for appropriate reference, a bill for the retraining of unemployed workers, as recommended by the President in his message to Congress today. Joining me as cosponsors of the bill are the senior Senator from West Virginia [Mr. RANDOLPH], who was the author of a bill on this subject introduced in the last Congress; the assistant majority leader, the Senator from Minnesota [Mr. HUMPHREY]; the Senators from Michigan [Mr. McNAMARA and Mr. HART]; the junior Senator from Rhode Island [Mr. PELL].

The bill is a broader and modified version of the bill which I introduced in this session, S. 987, and which is cosponsored by Senators RANDOLPH, HART, PELL, and SMITH of Massachusetts.

I am indeed honored to have been selected by the President to introduce the measure, which will be referred to the Subcommittee on Employment and Manpower of the Committee on Labor and Public Welfare. I have the honor to be the chairman of that subcommittee.

The subcommittee has already heard a number of witnesses on S. 987 and is almost at the point where we can proceed to report the retraining legislation. Hearings, including hearings on the administration bill, will be concluded next Wednesday, June 7. Secretary of Labor Goldberg will be the opening witness, at 9:30 a.m. Other persons who wish to be heard are invited to appear later on that morning.

Mr. President, I have not had an opportunity to study in detail the provisions of the President's bill; therefore, I would not wish to be understood as endorsing every single section or element in it. It may well be that witnesses will reveal the desirability of some changes and amendments. I am confident, however, that a training bill which will embrace the principles advocated by the President will promptly be reported by the subcommittee, will be approved by the full committee, and will be placed on the calendar for early consideration and passage.

The witnesses who testified before our subcommittee, I believe, without a single exception, supported the principle that many unemployed workers whose skills have become obsolete, because of automation or other changes in the economy,

must be retrained before they can hope to be reemployed. This is particularly true of workers over 30. There was also general agreement that this is an appropriate field for Federal action.

There has been enough successful experience in several of the States, including Pennsylvania, to prove that the objective is a feasible one. Retraining does make possible the reemployment of workers who otherwise have only the slimmest chances of getting jobs. By enabling these workers to contribute to the economy, and by reducing unemployment compensation and public assistance costs, we clearly more than pay for the cost of the training.

Among the provisions of the bill on which I reserve judgment are those which would authorize a Federal contribution to the relocation of unemployed workers. As a general proposition, I support the objective of bringing industry to the communities where the unemployed live, rather than the other way about. That was the conception behind the Area Redevelopment Act, which we passed earlier this year. To indicate the reaction of some of the people of my Commonwealth to the idea of relocation, I ask unanimous consent to have printed at this point in the RECORD a press release issued by the Northeast Pennsylvania Industrial Development Commission and a letter I have received from the Hazleton City School Board, signed by Mr. Stewart S. Veale, secretary of the board. Their comments were based on newspaper reports to the effect that the administration was planning relocation legislation.

There being no objection, the press release and letter were ordered to be printed in the RECORD, as follows:

HAZLETON, PA., May 23.—Grave concern over prospects that the Federal Government may bracket an attack on chronic unemployment by planning to relocate idle workers from labor surplus areas was heard throughout northeastern Pennsylvania today.

While unconfirmed reports have leaked out of the offices of the Secretaries of Labor, and Health, Education, and Welfare that the administration was considering this "ruthless approach technique" by shifting families from one area to another, Joseph A. Loftus, in a copyrighted story in Sunday's New York Times, reported the move in the mill.

He led off, "For the first time, the Federal Government will propose an attack on the problem of chronic unemployment areas by relocating workers and their families."

"A message on the state of the economy, now in the drafting stage, will propose additionally a training and retraining program for the unemployed and for youths who have not charted a vocation or career."

Victor C. Diehm, president of the Northeast Pennsylvania Industrial Development Commission, queried Secretary of Commerce Luther H. Hodges and William L. Batt, Jr., new Area Redevelopment Administrator, who visited northeastern Pennsylvania last week, whether it was true that the Federal Government was contemplating such a relocation plan.

Both Hodges and Batt bypassed the question, but Mr. Diehm vehemently protested the application of any such plan to northeastern Pennsylvania. He said that every chamber of commerce, every labor union, and every government group who have only sketchy knowledge of the proposal have

joined in opposition to any program to recruit individuals and families for relocation with or without training.

"What the people of northeastern Pennsylvania's several labor surplus areas ask of the Federal Government is a realistic system of Federal installations and Federal contracts to take up the unemployment slack," Mr. Diehm said.

"We have the human resources—our fine people, and all of the community facilities—churches, schools, cultural activities, financial and government operations well established. If planners are to plan, let them plan to help us, not to develop some grandiose scheme that will relocate part of our population," the NPIDC president said.

"I am dispatching an invitation to Secretary of Labor Arthur J. Goldberg to come into northeastern Pennsylvania and join Gov. David L. Lawrence and ourselves for a full discussion of our jobless problem before the administration makes any announcement," Mr. Diehm said.

To further quote from the New York Times story, "To help the chronically depressed and individuals who have been hurt by advancing technology, the President is expected to ask Congress to authorize the expenditure of several hundred million dollars to move families out of these areas and to train and retrain workers.

"The Employment Service of the Labor Department and the Health, Education, and Welfare Department would administer the program. Unemployed heads of families who are capable of retraining would get the highest priority in the relocation program."

HAZLETON CITY SCHOOL DISTRICT,
OFFICE OF THE SECRETARY,
Hazleton, Pa., May 25, 1961.

Hon. JOSEPH CLARK,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR CLARK: I have been requested to convey to you the opposition of the Hazleton City School Board to the proposal of the U.S. Secretary of Health, Education, and Welfare to relocate unemployed persons from distressed areas in other areas of the Nation.

We can hardly conceive of a purportedly responsible person conjuring up a proposal of such an inhumane nature, to say nothing of the effect on the economies of the areas involved.

We have schools, hospitals, churches, stores and other business establishments which not only accommodate these people but which depend on their continuance in this community. To flood another community with them would only create additional problems there.

We do not suggest that the economies of other areas be disturbed by moving all or any part of their industries to distressed areas. Rather, when established businesses are faced with the need of expanding or establishing a branch, we recommend that such plants be located in distressed areas such as Hazleton.

You know what our Can-Do program has meant to this city and for only a fraction of the cost entailed in such a transplanting of persons as the Secretary proposed, Federal funds could make a program like our Can-Do perform miracles.

In this connection, too, we recommend that local vocational school facilities be used to retrain unemployed persons so that they may be fitted for such job opportunities as can be made available by the operation of our Can-Do and Scranton's life.

The Hazleton City School Board has long fought the problem of dwindling school enrollments (from in excess of 8,000 pupils to approximately 4,600). This loss of enrollment, coupled with increasing operating costs has caused a staggering increase in our cost-per-pupil. The still further drain con-

templated by the Secretary's recommendation would be a crushing blow and, doubtless, would signal the end of the very fine educational program traditionally offered in the Hazleton schools.

Therefore, we earnestly solicit your support in dissuading the Secretary from further pursuit of this most rapacious proposal.

This letter was authorized by the Hazleton City School Board meeting in special session, Tuesday evening, May 23, 1961.

Yours very truly,

STEWART S. VEALE,
Secretary.

Mr. CLARK. Mr. President, it is true that the President's bill contains a provision respecting the relocation of labor. My own view is that that may not be desirable, but I would wish to hear the testimony of competent witnesses before making up my mind. It may be that there are cases in which relocation may be necessary.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 1991) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes, introduced by Mr. CLARK (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

AMENDMENT OF WATERSHED PROTECTION AND FLOOD PREVENTION ACT—ADDITIONAL COSPONSOR OF BILL

Mr. MOSS. Mr. President, at the next printing of the bill (S. 650) to amend the Watershed Protection and Flood Prevention Act to permit certain new organizations to sponsor works of improvement thereunder, introduced by me on January 30, 1961, I ask unanimous consent that the name of the Senator from Colorado [Mr. CARROLL] may be added as a cosponsor.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

ITEM VETO—ADDITIONAL COSPONSOR OF JOINT RESOLUTION

Mr. CLARK. Mr. President, I desire to address a question to the distinguished Senator from New York. Do I correctly understand that the Senator introduced a joint resolution providing for the item veto on appropriation bills?

Mr. KEATING. A constitutional amendment.

Mr. CLARK. Would the Senator do me the honor to permit me to become a cosponsor of his measure?

Mr. KEATING. I shall be delighted to do so.

Mr. President, I ask unanimous consent that the name of the distinguished senior Senator from Pennsylvania [Mr. CLARK] be added as a cosponsor of the joint resolution (S.J. Res. 31) proposing an amendment to the Constitution of the United States relative to disapproval of items in general appropriation bills.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

Mr. CLARK. I have supported the item veto proposal ever since I came to

the Senate. I think it is a most desirable reform.

Mr. KEATING. I appreciate the Senator's statement. I am grateful to him for his willingness to join as a cosponsor of the joint resolution. I myself feel that it is the single most important step which Congress could take to effectuate greater economy and efficiency in government.

Mr. CLARK. I congratulate the Senator from New York upon the effort he is making in that regard.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. WILEY:

Excerpts from address delivered by him over Wisconsin radio stations, dealing with proposed establishment of dairy research center at Madison, Wis., and other features of the dairy program.

Excerpts from address delivered by him over radio station WGN, Chicago, on May 28, 1961, dealing with the question of voluntary mobilization against communism.

By Mr. MUNDT:

Editorial entitled "New Electoral System," published in the Washington Post of May 29, 1961; also a statement by him before the Senate Committee on the Judiciary on May 23, 1961, on the same subject.

Article entitled "American Women Brave Hardships of the Congo," written by Mrs. Bruce Lee Kennedy, wife of John A. Kennedy, publisher of the Daily Argus Leader of Sioux Falls, S. Dak., and published in a recent issue of that newspaper, dealing with the good work done by American women abroad.

By Mr. METCALF:

Article from Charlotte (N.C.) Observer of February 7, 1961; excerpt from CONGRESSIONAL RECORD of May 27, 1959; and three letters from Mr. E. S. Dillard, of Charlotte, N.C., dealing with a tax case involving certain of Mr. Dillard's deductions for charity.

By Mr. HUMPHREY:

Article entitled "Are You a Parent to Your Children?" written by Tzvi H. Porath and published in the Jewish Digest of February, 1959.

By Mr. HICKEY:

Prize-winning essay entitled "Hiring The Handicapped—A Community Challenge," written by Sharon Suchta and placed first in the Wyoming contest sponsored by the Governor's Committee on Employing the Handicapped.

FLOOD CONTROL PROJECTS IN KANSAS

Mr. CARLSON. Mr. President, the recent flood waters on the Solomon and Saline Rivers and their tributaries in North Central Kansas have caused damages that will entail millions of dollars of loss to farms, crops, homes, and highways.

These floods again demonstrate the urgency of securing Federal funds for the completion of authorized reservoirs on these streams and additional money for accelerated action on programs for watershed projects which already are planned.

The recent floods in our Kansas streams have demonstrated the value of both of these programs in the control of

water run-off and the protection of our citizens from damaging floods.

The chairman of the Senate Subcommittee on Appropriations for Civil Works projects, the Senator from Louisiana [Mr. ELLENDER], advises me that hearings will be held on June 12 and 13 on the allocation of funds for these and other projects.

Additional funds will be needed for an expanded watershed control program, and hearings on this matter will be held later.

Early action is badly needed, and I am giving my full support to both of these programs.

CONTROL OF BILLBOARD BLIGHT

Mrs. NEUBERGER. Mr. President, within the next 30 days the Congress must decide on extension of the national policy for control of billboards along the Interstate Highway System. Section 122 of the highway bill, enacted in 1958, will expire on July 1, unless action is taken before that time.

The national policy for billboard regulation emphasizes that among its purposes is the protection of the public investment in the National System of Interstate and Defense Highways. Latest estimates indicate that investment of public funds for these roads will aggregate about \$41 billion during the next decade. Thus, Mr. President, at this session we shall be making a major decision for the next generation of Americans. Those who use the highway system in the 1970's and beyond will judge the wisdom of our decision.

It is my hope, Mr. President, that the Senate Public Works Committee will amend the highway bill now before it, so that the national policy for regulation of billboards will not be wiped out at the end of next month. We have a great responsibility in protecting the scenic beauty of our Nation, as well as in giving protection to the dollars spent in highway building.

Mr. President, there is every indication that a growing number of States intend to implement the national policy by adopting billboard regulation standards approved by the Secretary of Commerce. I have been advised by the Bureau of Public Roads that two States—Maryland and North Dakota—have adopted standards which fully comply with the program. Ten other States have passed legislation to comply, and are awaiting or seeking approval of the Secretary of Commerce of their regulations. These States are Wisconsin, Kentucky, Delaware, West Virginia, New York, Connecticut, Virginia, Washington, Oregon, and Pennsylvania. Unless the billboard policy is extended, these States may not have completed their qualifying efforts by June 30, and would lose the one-half of 1 percent bonus in highway funds which the States receive for carrying out the national policy.

Legislation to meet the standards is pending before legislatures in many other States. I think we must give the States every possible opportunity to qualify in the control program. Otherwise,

the 41,000-mile network of roads will be doomed to eternal billboard blight.

The threat of billboard blight on the Nation's highways is emphasized in an article appearing in the current issue of the Audubon magazine, the official publication of the Audubon Society. I ask unanimous consent that the article—from the May-June, 1961, issue of Audubon magazine—be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

BILLBOARD BLIGHT THREATENS NATIONAL HIGHWAY PROGRAM

(By Gerald Krefetz)

Billboard blight, with all the unsightly effects of a disfiguring disease, is hovering ominously over the national roadbuilding program. Congress will do much to prevent this ailment, common to all new highways, if it extends a 2-year provision in the 1958 Highway Act, which expires on June 30.

Possibly by the time this magazine reaches the reader this action already may have been taken, in which case the battling billboarders will shift their efforts once again back to the various State legislatures. The 1958 2-year provision allowed States that passed some form of billboard control conforming with national standards a bonus of one-half of 1 percent of the total cost of highways built in their boundaries under the National System of Interstate and Defense Highways Act of 1956.

Since the Federal Government provides 90 percent of the cost of the highways, every State in the Union eagerly accepted the 1956 plumb which allocated \$25 billion for 41,000 miles of roads under a 13-year program.

While the act cleaned the prospective multilane high-speed limited-access routes of all service stations and rest stops, it neglected, however, to make any such restrictions on billboards. Congress thus attempted to correct this oversight in its 1958 Highway Act, offering an incentive program for the States. Rather than legislate direct control, a move that was fought bitterly by the billboard interests, Congress initiated the voluntary bonus system.

In order to qualify for the bonus the States have to pass legislation that bans advertising billboard signs within 660 feet of the rights-of-way. These regulations applied only to newly constructed roads, not to those already built and which are to be incorporated into the National System. The controls also do not extend to municipalities or zoned commercial and industrial areas.

The act allows businesses within 660 feet of the road to advertise themselves on their own property, provided that the signs are within 50 feet of the actual activity. Such signs are to have no moving parts, no unshielded lights, and are to be no larger than 150 square feet.

Also, information points immediately off the highways will provide directories of services, historic spots, and other pertinent information. Businesses within 12 miles of such information sites are permitted to advertise on these directories for a modest rate.

By most standards, the regulations are modest enough, covering about 65 percent of the 41,000-mile system. As it is, the 41,000 miles are a little more than 1 percent of the total national mileage of 3,450,000. On their own, some States have passed laws that are considerably more restrictive than the Federal qualifications. Nevertheless, at this writing, only Maryland has applied for the Federal bonus. Wisconsin has passed the appropriate legislation, but the law has been challenged in the State courts. Connecticut, Virginia, North Dakota, and Kentucky

have also passed conforming legislation, but have made no attempt to apply for the bonus.

In the rest of the States, the billboard people have successfully thwarted legislative attempts for the movement. However, the Bureau of Roads has received proposed legislation from 30 States to determine whether their measures will qualify them for bonuses. Once this is ascertained, most of the States will try to initiate legislation and several battles royal are now brewing.

The local skirmishes are really little more than delaying actions. Billboard men see the terminal qualifying date of June 30 as the second and final victory. Their first, of course, was in getting Congress to put the whole matter of control on a local and a permissive basis. If the Federal carrot should be withdrawn on that date, States, so they reason, will have no financial incentive and little reason to control billboards.

Though the interstate network mileage is statistically insignificant, the billboard lobby has already estimated that between 15 and 20 percent of the Nation's traffic will use these roads. With this at stake the billboarders are stressing three principal lines of attack:

1. When it comes to billboard regulation all outdoor advertising agencies become strong advocates of States rights. This was the argument used so successfully in 1958 when Congress was considering the matter. Since the States own the roads, they contend (even if they are largely financed by the Federal Government), highway regulation should be an internal State issue. If the State begins to consider such regulations, however, the billboarders about-face and insist that advertising needs no outside policing since the industry had its own code of practice—a spurious argument since, traditionally, the billboard industry has fought any form of control. And Federal controls are feared more than any other, since they are likely to be more thoroughly enforced.

That the industry will police itself is dubious. When the Pennsylvania Turnpike was built, the industry promised that it would remain free from billboards. Any motorist can evaluate these promises by a short trip on that turnpike.

2. The next line of defense holds that a landowner may do as he sees fit with his freehold. Anyone contending that there may be limits to the rights of property is accused of socialism, statism, and of undermining the capitalistic system. Actually, several State judicial decisions have found that property owners have definite responsibilities as to how they use their land. New York's appellate division last summer declared one sign so distracting to traffic safety that the superintendent of public works was granted permission to bar it along major highways through the use of easements. Other States such as Ohio, California, and Vermont use similar steps to keep their rights-of-way clear of disturbing signs.

3. The billboarders' final point is one of safety. They claim that signboards have no relation to accidents, in fact, actually prevent accidents by shocking motorists out of hypnotic trances in which some presumably fall. Motorists will doubtlessly answer that the dull banalities of most billboards are more likely to induce sleep than prevent it while others will recall that signboards have diverted attention when the driver's eyes should have been on the road.

When the billboarders claim that signboards are attacked only by aesthetes and garden club women they show symptoms of myopia to the growing ranks of the opposition including such diverse groups as State grange associations, the American Automobile Association, chapters of the American Institute of Architects, the American Society



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Congressional Record

PROCEEDINGS AND DEBATES OF THE 87th CONGRESS, FIRST SESSION

Vol. 107

WASHINGTON, MONDAY, MAY 29, 1961

No. 90

Senate

The Senate met at 12 o'clock meridian, and was called to order by Hon. LEE METCALF, a Senator from the State of Montana.

The Chaplain, Rev. Frederick Brown Harris, D.D., offered the following prayer:

O Thou God of Grace and Glory, we are grateful for the cleansing ministry of memory as on the morrow the Nation turns, with countless fluttering flags, to the grassy mounds of the patriot dead.

May this sacrament of remembrance summon this land of the free to face with a new determination the never-ending struggle to maintain and preserve the freedoms which have been bought at so crimson a cost.

As even sterner tests in the agelong battle between freedom and fetters loom ahead, as the moral and material resources, vast and untapped, of this land of our hope and our prayer are mobilized at any sacrifice to stem the forces of darkness, may this realm of the free celebrate its day of gratitude with a steadfast purpose and with a grim resolution that is worthy of the past and of the promise for the future.

As never before on the national day of retrospect may the starry flag speak of strength that is increased by spending, of life that is saved by its losing, and of greatness that is measured by its serving.

In the Redeemer's name we ask it. Amen.

DESIGNATION OF ACTING PRESIDENT PRO TEMPORE

The legislative clerk read the following letter:

U.S. SENATE,
PRESIDENT PRO TEMPORE,
Washington, D.C., May 29, 1961.

To the Senate:

Being temporarily absent from the Senate, I appoint Hon. LEE METCALF, a Senator from the State of Montana, to perform the duties of the Chair during my absence.

CARL HAYDEN,
President pro tempore.

Mr. METCALF thereupon took the chair as Acting President pro tempore.

THE JOURNAL

On request of Mr. HUMPHREY, and by unanimous consent, the reading of the Journal of the proceedings of Friday, May 26, 1961, was dispensed with.

MESSAGES FROM THE PRESIDENT— APPROVAL OF BILLS

Messages in writing from the President of the United States were communicated to the Senate by Mr. Miller, one of his secretaries, and he announced that the President had approved and signed the following acts and joint resolution:

On May 25, 1961:

- S. 118. An act for the relief of Helen Irma Imhoof;
- S. 126. An act for the relief of Edward W. Scott III;
- S. 138. An act for the relief of Mico Delic;
- S. 177. An act for the relief of Hadji Benlevi;
- S. 217. An act for the relief of Alessandro Gellhorn;
- S. 285. An act for the relief of Alpo Franssila Crane;
- S. 292. An act for the relief of Mah Jew Ngee (also known as Peter Jew Mah);
- S. 330. An act for the relief of Harry N. Kouniak;
- S. 417. An act for the relief of Haruo T. Hendricks;
- S. 532. An act for the relief of Stanley Bulski (Zdzislaw Rekosz);
- S. 545. An act for the relief of Mrs. Elizabeth Clifford;
- S. 555. An act for the relief of Nicolaos A. Papadimitriou;
- S. 663. An act for the relief of Andreas Rakintzis (also known as Andreas Rakintzis or Rakajes);
- S. 712. An act authorizing the Secretary of the Treasury to coin and sell duplicates in bronze of a gold medal presented to Robert Frost by the President of the United States;
- S. 894. An act for the relief of Captain Ernest Mountain; and
- S.J. Res. 89. Joint resolution to amend section 217 of the National Housing Act to provide an interim increase in the authorization for insurance of mortgages by the Federal Housing Administration.

May 27, 1961:

- S. 104. An act to waive certain restrictions of the New Mexico Enabling Act with respect to certain sales of lands granted to the State

by the United States; and to consent to an amendment of the constitution of the State of New Mexico; and

S. 1097. An act for the relief of A. E. Waterstradt.

REPORT OF RAILROAD RETIREMENT BOARD—MESSAGE FROM THE PRESIDENT

The ACTING PRESIDENT pro tempore laid before the Senate the following message from the President of the United States, which was read and, with the accompanying report, referred to the Committee on Labor and Public Welfare:

To the Congress of the United States:

In compliance with the provisions of section 10(b)(4) of the Railroad Retirement Act, approved June 24, 1937, and of section 12(1) of the Railroad Unemployment Insurance Act, approved June 25, 1938, I transmit herewith, for the information of the Congress, the report of the Railroad Retirement Board for the fiscal year ended June 30, 1960.

JOHN F. KENNEDY.

THE WHITE HOUSE, May 29, 1961.

COMMITTEE MEETING DURING SENATE SESSION

On request of Mr. HUMPHREY, and by unanimous consent, the Internal Security Subcommittee of the Judiciary Committee was authorized to meet during the session of the Senate today.

CALL OF THE CALENDAR DISPENSED WITH

Mr. HUMPHREY. Mr. President, I ask unanimous consent that the call of the calendar be dispensed with.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

EXECUTIVE SESSION

Mr. HUMPHREY. Mr. President, I move that the Senate proceed to the consideration of executive business, to consider the Diplomatic and Foreign

Service ambassadorial nominations on the calendar.

The motion was agreed to; and the Senate proceeded to the consideration of executive business.

EXECUTIVE MESSAGES REFERRED

The ACTING PRESIDENT pro tempore laid before the Senate messages from the President of the United States submitting sundry nominations, which were referred to the appropriate committees.

(For nominations this day received, see the end of Senate proceedings.)

TREATY OF AMITY AND ECONOMIC RELATIONS WITH VIETNAM—REMOVAL OF INJUNCTION OF SECRECY

Mr. HUMPHREY. Mr. President, I ask unanimous consent that the injunction of secrecy be removed from Executive L, 87th Congress, 1st session, the Treaty of Amity and Economic Relations between the United States and the Republic of Vietnam, signed at Saigon on April 3, 1961, transmitted to the Senate today by the President of the United States, and that the treaty, together with the President's message be referred to the Committee on Foreign Relations, and that the President's message be printed in the RECORD.

The PRESIDENT pro tempore. Without objection, it is so ordered.

The message from the President is as follows:

To the Senate of the United States:

With a view to receiving the advice and consent of the Senate to ratification, I transmit herewith a Treaty of Amity and Economic Relations Between the United States of America and the Republic of Vietnam, signed at Saigon on April 3, 1961.

I transmit also, for the information of the Senate, the report by the Secretary of State with respect to the treaty.

JOHN F. KENNEDY.

THE WHITE HOUSE, May 29, 1961.

Mr. MILLER. Let me ask the distinguished Senator from Minnesota whether his request relates to all the nominations on the calendar.

Mr. HUMPHREY. No, only the Diplomatic and Foreign Service ambassadors.

Mr. MILLER. I thank the Senator from Minnesota.

The ACTING PRESIDENT pro tempore. If there be no reports of committees, the Diplomatic and Foreign Service ambassadorial nominations on the calendar will be stated.

DIPLOMATIC AND FOREIGN SERVICE AMBASSADORS

The Chief Clerk read the nomination of Thomas S. Estes, of Maine, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Upper Volta.

The ACTING PRESIDENT pro tempore. Without objection, the nomination is confirmed.

The Chief Clerk read the nomination of Parker T. Hart, of Illinois, now Ambassador Extraordinary and Plenipotentiary of the United States of America to the Kingdom of Saudi Arabia, to serve concurrently and without additional compensation as Envoy Extraordinary and Minister Plenipotentiary of the United States of America to the Kingdom of Yemen.

The ACTING PRESIDENT pro tempore. Without objection, the nomination is confirmed.

The Chief Clerk read the nomination of John S. Badeau, of New York, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the United Arab Republic.

The ACTING PRESIDENT pro tempore. Without objection, the nomination is confirmed.

Mr. HUMPHREY. The other nominations are to be held over, Mr. President.

I ask unanimous consent that the President be immediately notified of the confirmation of these nominations of ambassadors.

The ACTING PRESIDENT pro tempore. With objection, the President will be notified forthwith.

LEGISLATIVE SESSION

Mr. HUMPHREY. Mr. President, I move the Senate resume the consideration of legislative business.

The motion was agreed to; and the Senate resumed the consideration of legislative business.

LEGISLATIVE PROGRAM

Mr. HUMPHREY. Mr. President, on Thursday the Senate will take up Calendar No. 261, House bill 5954, the Treasury-Post Office appropriation bill.

It is the intention of the leadership to lay before the Senate on Friday next Calendar No. 252, Senate bill 1922, the omnibus housing bill. We shall at least make a start on that bill on Friday.

When the Senate concludes its session today, it will adjourn until Thursday, at noon.

LIMITATION OF DEBATE DURING MORNING HOUR

Mr. HUMPHREY. Mr. President, under the rule, there will be the usual morning hour for the transaction of routine business. I ask unanimous consent that statements in connection therewith be limited to 3 minutes.

The ACTING PRESIDENT pro tempore. Without objection it is so ordered.

EXECUTIVE COMMUNICATIONS, ETC.

The ACTING PRESIDENT pro tempore laid before the Senate the following communications and letters, which were referred as indicated:

PROPOSED AMENDMENTS TO THE BUDGET, 1962, FOR NATIONAL LABOR RELATIONS BOARD, NATIONAL MEDIATION BOARD, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, AND DEPARTMENT OF LABOR (S. Doc. No. 30)

A communication from the President of the United States, transmitting proposed amendments to the budget for the fiscal year 1962 involving increases in the amount of \$1,376,000 for the National Labor Relations Board, \$200,000 for the National Mediation Board, \$219,342,000 for the Department of Health, Education, and Welfare, and \$497,700,000 for the Department of Labor (with an accompanying paper); to the Committee on Appropriations, and ordered to be printed.

DEVELOPMENT AND TRAINING OF MANPOWER RESOURCES

A communication from the President of the United States, transmitting a draft of proposed legislation relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes (with accompanying papers); to the Committee on Labor and Public Welfare.

AUDIT REPORT ON PANAMA CANAL COMPANY AND CANAL ZONE GOVERNMENT

A letter from the Comptroller General of the United States, transmitting, pursuant to law, a report on the audit of Panama Canal Company and Canal Zone Government, fiscal year 1960 (with an accompanying report); to the Committee on Government Operations.

RULES OF PRACTICE AND PROCEDURE UNDER BANKRUPTCY ACT

A letter from the Director, Administrative Office of the U.S. Courts, Washington, D.C., transmitting a draft of proposed legislation to provide for the promulgation of rules of practice and procedure under the Bankruptcy Act, and for other purposes (with an accompanying paper); to the Committee on the Judiciary.

PETITIONS AND MEMORIALS

Petitions, etc., were laid before the Senate, or presented, and referred as indicated:

By the ACTING PRESIDENT pro tempore:

A concurrent resolution of the Legislature of the State of Louisiana; to the Committee on Armed Services:

"HOUSE CONCURRENT RESOLUTION 18

"Concurrent resolution to authorize and request the Governor to use his good offices to secure through the department of hospitals a transfer of 500 acres of land in Belle Chasse, La., from the U.S. Government to the State of Louisiana, to be used for establishing the South Louisiana Rehabilitation and Research Center to be administered by and under the State department of hospitals.

"Whereas as an acute problem exists in the State of Louisiana in regard to the treatment and rehabilitation of mentally retarded persons, exceptional children, alcoholics, and other persons in need of special care, treatment, education, or rehabilitation; and

"Whereas one of the major problems in connection with such activities is the procurement of land of a suitable nature and at a suitable location for such purposes; and

"Whereas the U.S. Government owns a large tract of land which presently comprises the U.S. Naval Ammunition Depot in Belle Chasse, La., which land is especially suited for such purposes; and

"Whereas such land is not presently being used by the U.S. Government; and

authorize the Secretary of Commerce to accept gifts and bequests of personal property for the U.S. Merchant Marine Academy; to the Committee on Merchant Marine and Fisheries.

S. 1222. An act relating to documentation and inspection of vessels of the United States; to the Committee on Merchant Marine and Fisheries.

S. 1229. An act to authorize the development of plans and arrangements for the provision of emergency assistance, and the provision of such assistance, to repatriated American nationals without available resources, and for other purposes; to the Committee on Foreign Affairs.

S. 1317. An act to change the designation of that portion of the Hawaii National Park on the island of Hawaii, in the State of Hawaii, to the Hawaii Volcanoes National Park, and for other purposes; to the Committee on Interior and Insular Affairs.

S. 1342. An act to provide that participation by members of the National Guard in the reenactment of the Battle of First Manassas shall be held and considered to be full-time training duty under section 502 of title 32, United States Code, and for other purposes; to the Committee on Armed Services.

S. 1456. An act to authorize an additional Assistant Secretary of Commerce; to the Committee on Interstate and Foreign Commerce.

S. 1462. An act to amend the act of September 2, 1960 (74 Stat. 734), in order to authorize the Secretary of Agriculture to establish minimum standards of quality for any variety of grapes and plums covered by such act, and for other purposes; to the Committee on Agriculture.

S. 1622. An act to amend the Atomic Energy Community Act of 1955; to the Joint Committee on Atomic Energy.

S. 1768. An act to provide for the restoration of Indian tribes of unclaimed per capita and other individual payments of tribal trust funds; to the Committee on Interior and Insular Affairs.

S. 1869. An act to provide for the establishment of a commission on problems of small towns and rural counties; to the Committee on Government Operations.

S.J. Res. 88. Joint resolution authorizing the issuance of a gold medal to Bob Hope; to the Committee on Banking and Currency.

ENROLLED BILL SIGNED

Mr. BURLESON, from the Committee on House Administration, reported that that committee had examined and found truly enrolled a bill of the House of the following title, which was thereupon signed by the Speaker:

H.R. 6518. An act making appropriations for the inter-American social and economic cooperation program and the Chilean reconstruction and rehabilitation program for the fiscal year ending June 30, 1961, and for other purposes.

BILL PRESENTED TO THE PRESIDENT

Mr. BURLESON, from the Committee on House Administration, reported that that committee did on May 26, 1961 present to the President, for his approval, a bill of the House of the following title:

H.R. 6518. An act making appropriations for the inter-American social and economic cooperation program and the Chilean reconstruction and rehabilitation program for the fiscal year ending June 30, 1961, and for other purposes.

ADJOURNMENT

Mr. HALEY. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 12 o'clock and 36 minutes p.m.), under its previous order, the House adjourned until Thursday, June 1, 1961, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

957. A letter from the Comptroller General of the United States, transmitting a report on the audit of the Panama Canal Company and the Canal Zone Government for the fiscal year ended June 30, 1960 (H. Doc. No. 178); to the Committee on Government Operations and ordered to be printed.

958. A communication from the President of the United States, transmitting a draft of a proposed bill entitled "A bill to promote the foreign policy, security, and general welfare of the United States by assisting peoples of the world in their efforts toward economic and social development and internal and external security, and for other purposes"; to the Committee on Foreign Affairs.

959. A letter from the Administrator, General Services Administration, transmitting the report of the Archivist of the United States on records proposed for disposal under the law; to the Committee on House Administration.

960. A letter from the Director, Administrative Office of the U.S. Courts, transmitting a draft of a proposed bill entitled "A bill to provide for the promulgation of rules of practice and procedure under the Bankruptcy Act, and for other purposes"; to the Committee on the Judiciary.

961. A communication from the President of the United States, transmitting amendments to the budget for the fiscal year 1962 involving increases in the amount of \$549 million for the National Aeronautics and Space Administration, \$130,898,000 for the Small Business Administration, \$2,400,000 for the U.S. Information Agency, \$53 million for the Department of Commerce, and \$237 million for the Department of Defense—Military (H. Doc. No. 179); to the Committee on Appropriations and ordered to be printed.

962. A communication from the President of the United States, transmitting a proposed supplemental appropriation for the fiscal year 1961 in the amount of \$40 million for the Department of Defense (H. Doc. No. 180); to the Committee on Appropriations and ordered to be printed.

963. A communication from the President of the United States, transmitting a draft of a proposed bill entitled "A bill relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes"; to the Committee on Education and Labor.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, pursuant to the order of the House of May 25, 1961, the following bills were reported on May 26, 1961:

Mr. TEAGUE of Texas: Committee on Veterans' Affairs. H.R. 879. A bill to increase rates of wartime disability compensation by amending section 314 (a) through (j) of title 38, United States Code; with amendment (Rept. No. 436). Referred to the Committee of the Whole House on the State of the Union.

Mr. TEAGUE of Texas: Committee on Veterans' Affairs. H.R. 2417. A bill to amend sections 322 and 415 of title 38, United States Code, to provide increased benefits for parents of veterans dying from service-connected disabilities; with amendment (Rept. No. 437). Referred to the Committee of the Whole House on the State of the Union.

Mr. TEAGUE of Texas: Committee on Veterans' Affairs. H.R. 6269. A bill to extend the provisions for benefits based on limited periods immediately following discharge from active duty after December 31, 1956, to veterans discharged before that date; without amendment (Rept. No. 438). Referred to the Committee of the Whole House on the State of the Union.

Mr. TEAGUE of Texas: Committee on Veterans' Affairs. H.R. 7148. A bill to equalize the provisions of title 38, United States Code, relating to the transportation of the remains of veterans who die in Veterans' Administration facilities to the place of burial; without amendment (Rept. No. 439). Referred to the Committee of the Whole House on the State of the Union.

Under clause 2 of rule XIII, pursuant to the order of the House of May 24, 1961, the following bill was reported on May 26, 1961:

Mr. POWELL: Committee on Education and Labor. H.R. 7215. A bill to authorize assistance to public and other nonprofit institutions of higher education in financing the construction, rehabilitation, or improvement of needed academic and related facilities, and to authorize scholarship grants for undergraduate study in such institutions; without amendment (Rept. No. 440). Referred to the Committee of the Whole House on the State of the Union.

[Submitted May 20, 1961]

Under clause 1 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. THOMPSON of New Jersey. Joint Committee on the Disposition of Executive Papers. House Report No. 441. Report on the disposition of certain papers of sundry executive departments. Ordered to be printed.

Mr. ROONEY: Committee on Appropriations. H.R. 7371. A bill making appropriations for the Departments of State and Justice, the Judiciary, and related agencies for the fiscal year ending June 30, 1962, and for other purposes; without amendment (Rept. No. 442). Referred to the Committee of the Whole House on the State of the Union.

Mr. COOLEY: Committee on Agriculture. H.R. 2249. A bill to authorize the Secretary of Agriculture to convey certain property in the State of California to the county of Trinity; without amendment (Rept. No. 443). Referred to the Committee of the Whole House on the State of the Union.

Mr. COOLEY: Committee on Agriculture. H.R. 2250. A bill to authorize and direct the Secretary of Agriculture to convey certain lands in Lassen County, Calif., to the city of Susanville, Calif.; with amendment (Rept. No. 444). Referred to the Committee of the Whole House on the State of the Union.

PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. ROONEY:

H.R. 7371. A bill making appropriations for the Departments of State and Justice, the Judiciary, and related agencies for the fiscal

year ending June 30, 1962, and for other purposes.

By Mr. MORGAN:

H.R. 7372. A bill to promote the foreign policy, security, and general welfare of the United States by assisting peoples of the world in their efforts toward economic and social development and internal and external security, and for other purposes; to the Committee on Foreign Affairs.

By Mr. HOLLAND:

H.R. 7373. A bill relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes; to the Committee on Education and Labor.

By Mr. COLLIER:

H.R. 7374. A bill to amend title II of the Career Compensation Act of 1949 so as to provide that certain members of the uniformed services shall not be entitled to receive any pay or allowances from the United States after engaging in any activity or conduct, while a prisoner of war, which results in the giving of aid or comfort to an enemy of the United States; to the Committee on Armed Services.

H.R. 7375. A bill to amend the Internal Revenue Code of 1954 to provide that a return of a surviving spouse shall be treated as a joint return without regard to the time of the death of the other spouse; to the Committee on Ways and Means.

By Mr. MATHIAS:

H.R. 7376. A bill to make available to children who are handicapped by deafness the specially trained teachers of the deaf needed to develop their abilities and to make available to individuals suffering speech and hearing impairments the specially trained speech pathologists and audiologists needed to help them overcome their handicaps; to the Committee on Education and Labor.

By Mr. MURRAY:

H.R. 7377. A bill to increase the limitation on the number of positions which may be placed in the top grades of the Classification Act of 1949, as amended, and on the number of research and development positions of scientists and engineers for which special rates of pay are authorized; to fix the compensation of hearing examiners; and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. PUCINSKI:

H.R. 7378. A bill to extend and improve the National Defense Education Act, and for

other purposes; to the Committee on Education and Labor.

By Mr. SCHWENGEL:

H.R. 7379. A bill to amend the Internal Revenue Code of 1954 to provide a credit against the individual income tax for certain amounts paid as educational expenses to institutions of higher education; to the Committee on Ways and Means.

H.R. 7380. A bill to amend the Internal Revenue Code of 1954 to provide a credit against the individual income tax for certain amounts paid as educational expenses to institutions of higher education; to the Committee on Ways and Means.

By Mr. SHELLEY:

H.R. 7381. A bill to amend section 216 of the Merchant Marine Act, 1936, to provide for the establishment of a maritime training program, and for other purposes; to the Committee on Merchant Marine and Fisheries.

By Mr. SMITH of Iowa:

H.R. 7382. A bill to authorize the Secretary of the Army to pay fair value for improvements located on railroad rights-of-way owned by bona fide lessees or permittees; to the Committee on Public Works.

By Mr. WEAVER:

H.R. 7383. A bill to provide for a memorial to the memory of the late Senator George W. Norris, at McCook, Nebr.; to the Committee on Interior and Insular Affairs.

By Mr. ZELENKO:

H.R. 7384. A bill to amend title 18 of the United States Code to make it a crime to use any instrumentality of commerce or the mails, or to travel in commerce, in order to rig or fix any amateur or professional athletic contest or event; to the Committee on the Judiciary.

By Mr. HAYS:

H. Con. Res. 320. Concurrent resolution authorizing the printing of the inaugural addresses of the Presidents as a House document and providing for additional copies; to the Committee on House Administration.

By Mr. PETERSON:

H. Con. Res. 321. Concurrent resolution requesting the President to proclaim June 4, 1961, as a National Day of Prayer; to the Committee on the Judiciary.

By Mr. COLLIER:

H. Res. 321. Resolution amending clause 2(a) of rule XI and clause 4 of rule XXI of the Rules of the House of Representatives; to the Committee on Rules.

MEMORIALS

Under clause 4 of rule XXII, memorials were presented and referred as follows:

By the SPEAKER: Memorial of the Legislature of the State of California, memorializing the President and the Congress of the United States relative to the Auburn Dam and Folsom South Canal; to the Committee on Interior and Insular Affairs.

Also, memorial of the Legislature of the State of Louisiana, memorializing the President and the Congress of the United States to take action to provide for and require the investment of tidelands mineral revenues derived from operations off Louisiana shores; to the Committee on the Judiciary.

Also, memorial of the Legislature of the State of Louisiana, memorializing the President and the Congress of the United States relative to authorizing and requesting the Governor to use his good offices to secure through the department of hospitals a transfer of 500 acres of land in Belle Chasse, La., from the U.S. Government to the State of Louisiana; to the Committee on Armed Services.

Also, memorial of the Legislature of the State of Nebraska, memorializing the President and the Congress of the United States relative to urging that the original multiple benefit concept for the construction and operation of the great reservoir system on the Missouri River be adhered to; to the Committee on Interior and Insular Affairs.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. DOWNING:

H.R. 7385. A bill for the relief of Charles Waverly Watson, Jr.; to the Committee on the Judiciary.

By Mr. FARBSTAIN:

H.R. 7386. A bill for the relief of Nguey Don Seung; to the Committee on the Judiciary.

By Mr. LANE:

H.R. 7387. A bill for the relief of Panagiotis Gardikas; to the Committee on the Judiciary.

July 21, 1961

5. FOREIGN AID. Sen. Kefauver inserted an article, "Road to Barquijan -- How Iranian Village Awakened With Only a Slight Nudge," and said, "Although the article tells of only one small community and of one small contribution by the United States, it speaks volumes about the value of our assistance to foreign nations when such aid is properly presented." pp. 12391-2
6. WATER RESOURCES. Sen. Case, S. Dak., announced his intention to request the referral of the bill, S. 2246, relating to the planning for water resources development from the Interior and Insular Affairs Committee to the Public Works Committee. p. 12402
7. PUBLIC LANDS. Passed as reported S. 702, to authorize the Secretary of Agriculture to convey a tract of forest land in Wyoming to the town of Afton. pp. 12404-5
Passed without amendment H. R. 2249, to authorize the Secretary of Agriculture to convey a tract of forest land in California to Trinity County. This bill will now be sent to the President. p. 12405
Passed without amendment H. R. 2250, to authorize and direct the Secretary of Agriculture to convey a tract of forest land in Lassen County, Calif., to the city of Susanville. This bill will now be sent to the President. pp. 12405-6
8. LIVESTOCK DISEASES. Passed without amendment S. 860, to grant the Secretary of Agriculture additional authority for protection against the introduction and dissemination of diseases of livestock and poultry. pp. 12406-7
9. MANPOWER RESOURCES. The Labor and Public Welfare Committee voted to report (but did not actually report) with amendments S. 1991, the proposed Manpower Development and Training Act of 1961. p. D609
10. LEGISLATIVE PROGRAM. Sen. Mansfield announced that the Senate will meet at 10:00 a. m. today to conclude consideration of the omnibus farm bill, and that the foreign-aid bill will be taken up on Thurs. or Fri. p. 12389

HOUSE

1. FARM PROGRAM. The Rules Committee reported a resolution for the consideration of H. R. 8230, the omnibus farm bill (pp. 12427-8, 12467). Rep. Cooley presented a brief summary of this bill (pp. 12446-8). Attached to this Digest is a summary of the bill as reported by the Agriculture Committee. This summary is taken from the committee report.
12. APPROPRIATIONS. Conferees were appointed on H. R. 6345, the Department of Interior and related agencies appropriation bill for 1962 (includes the Forest Service). Senate conferees have been appointed. p. 12411
Rep. Halleck objected to the House requesting a conference with the Senate on H. R. 7576, to authorize appropriations for the Atomic Energy Commission. p. 12411
By a vote of 241 to 170, passed with amendment H. R. 8302, making appropriations for military construction for the Department of Defense for 1962. pp. 12412-27
13. TOBACCO. The Subcommittee on Tobacco of the Agriculture Committee voted to report to the full committee with amendments H. R. 1022, to provide for lease and transfer of tobacco acreage allotments. p. D611

14. PAYMENTS. The Judiciary Committee voted to report (but did not actually report) with amendments H. R. 4131, to authorize the waiver of collection of certain erroneous payments made by the Federal Government to certain civilian and military personnel. p. D611
15. PUBLIC LANDS. Received from this Department and the Navy Department a notice of the intention of the two Departments "to interchange jurisdiction of military and national forest lands." p. 12467
Received from Interior a proposed bill "to authorize the Secretary of the Interior to sell to landowners in urban areas the rights of the United States to certain minerals"; to the Interior and Insular Affairs Committee. p. 12467
16. LEGISLATIVE PROGRAM. Rep. McCormack announced that the farm bill will be considered today, Wed. p. 12432

ITEMS IN APPENDIX

17. FOOD STAMPS. Extension of remarks of Rep. Griffiths inserting a progress report on the operation of the food stamp program in Detroit, Mich. p. A5654
18. MARKETING; PERSONNEL. Extension of remarks of Rep. McIntire commending the appointment of Floyd Hedlund as Director of the Fruit and Vegetables Division, AMS, and inserting an article on this subject. p. A5659
19. FEDERAL AID. Extension of remarks of Rep. Westland stating that, "as each year passes there seems to be an acceleration of Federal aid, grants-in-aid, and Federal assistance programs," and inserting an article, "No Problems Now Requiring Expanded Federal Handouts." p. A5662
20. FARM SAFETY. Extension of remarks of Sen. Wiley inserting an article, "National Farm Safety Week A Reminder of Potential Dangers Lurking On Farms." pp. A5663-4
21. FORESTRY. Extension of remarks of Rep. Gathings inserting correspondence with this Department concerning the virulent disease which has threatened the white ash. pp. A5672-3
22. EDUCATION. Extension of remarks of Rep. Hosmer urging support for legislation to extend for two years Federal aid to federally impacted school areas. pp. A5683-4
23. FARM PROGRAM. Extension of remarks of Rep. Anfuso expressing his support for the farm bill, and discussing the importance of agriculture to the American economy and to the city resident. pp. A5687-9
Extension of remarks of Rep. Hoeven criticizing a publication issued by this Department, "Food for a Nation," stating that this Department was established to "distribute useful information" and that the "publication holds in low regard the accomplishments of our farm men and women." pp. A5702-3
24. ELECTRIFICATION. Extension of remarks of Rep. Nelsen commending REA programs and inserting an editorial describing the progress which has been made by the Federated Rural Electric Ass'n with headquarters at Jackson, Minn. pp. A5697-8
25. FOREIGN TRADE. Extension of remarks of Rep. Lane inserting testimony presented discussing the effects of imports and exports on American employment. pp. A5706-8

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE
(For information only;
should not be quoted
or cited)

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For actions of July 31, 1961
87th-1st, No. 129

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HIGHLIGHTS: House passed bill to provide CCC feed for livestock in disaster areas. House committee voted to report bills for hog cholera eradication program and for lease and transfer of tobacco acreage allotments. House committee voted to report foreign aid authorization bill. Senate passed independent offices appropriation bill. Several Representatives urged enactment of additional sugar legislation.

SENATE

1. **INDEPENDENT OFFICES APPROPRIATION BILL, 1962.** Passed with amendments this bill, H. R. 7445 (pp. 13121, 13125-65). Agreed to an amendment by Sen. Javits to provide \$30,000 for publication of the Official Register listing Government officials (pp. 13149-51). The bill also includes items for the Office of Civil and Defense Mobilization, Civil Service Commission, General Accounting Office, General Services Administration, Housing and Home Finance Agency, Interstate Commerce Commission, National Science Foundation, Selective Service System, and Veterans' Administration. Conferees were appointed (p. 13165). House conferees have not yet been appointed.
2. **MANPOWER RESOURCES.** The Labor and Public Welfare Committee reported with amendments S. 1991, the proposed Manpower Development and Training Act of 1961 (S. Rept. 651). p. 13099
3. **EDUCATION.** The Labor and Public Welfare Committee reported an original bill to extend and improve the National Defense Education Act of 1958 (S. Rept. 652). p. 13099

H. R. 2345.

4. AREA REDEVELOPMENT. Sen. Tower protested the recent release by the Area Redevelopment Administration of the "names of some 47 Texas counties designated as depressed or distressed areas eligible for assistance under the terms of the Area Redevelopment Act," stated that he had received "a flood of complaints from many of the counties affected," and suggested that "appropriate steps be taken immediately to change the criteria used and the procedures followed in the administration of the Area Redevelopment Act." p. 13107
Sen. Miller inserted an article discussing the designation of two Iowa counties, Appanoose and Monroe, as depressed areas and stating that "County business leaders look with favor on any Federal aid to brighten their economic picture, but they don't agree that Appanoose is a depressed area." pp. 13117-8
5. FARM LABOR. As reported by the Agriculture and Forestry Committee (see Digest 124), H. R. 2010, to extend the Mexican farm labor program, includes provisions as follows: Extends the program for 2 years, until December 31, 1963. Incorporates in the basic act covering the Mexican farm labor program provisions now carried in appropriation acts requiring employers of workers recruited under the program to reimburse the U. S., up to \$15 per worker, for all expenses of the program, except salaries and expenses of personnel engaged in compliance activities. Prohibits Mexican workers from being made available in any area unless reasonable efforts have been made to attract domestic workers at wages, standard hours of work, and working conditions comparable to those offered to Mexican workers. Prohibits the furnishing to, or retention by, an employer of any Mexican for employment in other than temporary or seasonal occupations or to operate or maintain power-driven machinery, except in specific cases to avoid undue hardship, and unless the employer pays both domestic and Mexican workers not less than the prevailing wage paid in the area to domestic workers engaged in similar work. Prohibits the furnishing of Mexican workers for horticultural employment, cotton ginning, compressing, and storing, crushing of oilseeds, and the packing, canning, freezing, drying, or other processing of perishable or seasonal agricultural products.
6. FORESTRY. Sen. Ervin inserted an article, "Pattern for Federal Takeover of Your Business," criticizing a "12-part Federal program to prod the 4.5 million small forest owners to practice improved forestry," and stating that "There can be no freedom to try new and different ways if all forestry operations must meet Government regulations." pp. 13166-8
Sen. Gruening discussed the research work being performed by the University of Alaska and commended inclusion in the Interior appropriation bill for 1962 of an item for a forest research products laboratory to be situated at the University for research on "the protection, conservation, and use of the vast acreage of timber that lies in interior Alaska." p. 13110
7. FOOD PRICES. Sen. Miller deplored the "tendency on the part of many people to blame food prices as the cause of the squeeze on their paychecks and savings accounts and, in turn, to erroneously conclude that farmers are benefiting at their expense," and inserted an article, "What You Don't Know About Living Costs," in support of his statement. pp. 13116-7
8. FOOD PRODUCTION. Sen. Keating inserted an article discussing increased food production in Japan and Formosa, "Meeting Asia's Food Problem," and he stated that "It is interesting that two countries in Asia which have largely overcome the problem of a food shortage have done it, not by following the Communist pattern, but by organizing their agriculture economy along free enterprise lines." p. 13111

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

JULY 31, 1961.—Ordered to be printed

Mr. CLARK, from the Committee on Labor and Public Welfare,
submitted the following

R E P O R T

together with

INDIVIDUAL VIEWS

[To accompany S. 1991]

The Committee on Labor and Public Welfare, to whom was referred the bill S. 1991, relating to manpower requirements, resources, development, and utilization, having considered the same, unanimously report favorably thereon with amendments and recommend that the bill, as amended, do pass.

BASIC OBJECTIVES OF THE BILL

S. 1991 was proposed in a message to the Congress by the President on May 29, 1961. It seeks to deal with one major aspect of the problem of unemployment in the United States by enabling workers whose skills have become obsolete to receive training which will qualify them to obtain and hold jobs. Its provisions will also contribute to the upgrading of many employed persons, so that they can make a greater contribution to the national economy.

No one can state with accuracy exactly what proportion of the current unemployment level of 5,600,000 can be attributed to the various causes of unemployment—cyclical, seasonal, structural, and frictional. But there is agreement among all who have studied the problem that a substantial portion of our unemployment exists because idle workers cannot be matched with available jobs. This structural unemployment will persist even when recovery from the recent recession is complete and we are approaching maximum employment and production as defined in the Employment Act of 1946.

There are a number of reasons why unemployment continues even

during the boom phase of the business cycle. One is the concentration of large numbers of unemployed in a relatively few depressed areas; the Area Redevelopment Act, passed by the Congress earlier this year, was designed to help guide some of our economic growth into those areas. A second major reason is the absence, in many hundreds of thousands of the unemployed, of any skill which is needed in the present-day economy.

The more rapidly our economy advances, the more rapidly do skills become obsolete. With the growth of automation, we can anticipate that the need for continuous retraining of the labor force will become more and more pressing. Much of this retraining is now carried on by public educational authorities, assisted by the Federal Government's vocational education program, and much is done by private schools. But it is clear that this combined Federal, State, local, and private effort falls far short of the total need, and that without an intensive, nationwide program to provide opportunities for retraining, tens of thousands of worthy men and women will never be able to obtain the skills which will enable them to be self-supporting and to make their maximum contribution to the Nation's productivity.

S. 1991 establishes such a program. It directs the Secretary of Labor to take the lead in determining the training needs of the Nation, in consultation with local authorities. It provides funds for establishing training programs, primarily through the existing public educational authorities. It authorizes the payment of subsistence allowances to unemployed persons, who have had 3 years work experience and who are heads of families, during the time they are enrolled in training. It provides that the Secretary of Labor shall report annually on the Nation's manpower requirements and resources, and that the President shall report annually to the Congress.

Safeguards are included to prevent its benefits from being used in the "pirating" of industry from one location to another; to require that States maintain existing levels of expenditure for vocational training from their own funds; and to encourage prospective trainees to accept training at the first opportunity rather than remain on unemployment compensation.

PART A—BACKGROUND

The need for training of the structurally unemployed has become widely recognized and publicized.

Every comprehensive study of the unemployment problem conducted in recent years has identified training, or retraining, as an essential remedy.

The Special Senate Committee on Unemployment Problems, in its report dated March 30, 1960, said:

The committee recommends cooperation by all levels of government to provide greatly expanded facilities for preparing young people to enter the employment market and for assisting older workers whose skills have become unmarketable to obtain retraining. The committee recommends:

* * * Institution of a nationwide vocational training program through Federal grants-in-aid to the States, including specialized courses for youth who have dropped out of school and for older workers who require retraining.

The minority of that committee, in its separate statement of views, said:

We further recommend retraining allowances for those who are able to take advantage of retraining opportunities and to maximize such opportunities we recommend that facilities for the retraining of older workers be established where needed.

The 1961 report of the Joint Economic Committee of the Congress points out that:

While rapid technological progress increases the Nation's productive capabilities and standard of living, it does cause large-scale displacement of workers whose productive efforts and creative abilities are lost to the Nation if not trained for the jobs to be done in an advanced society. Congress and the administration ought to develop immediately the program for large-scale cooperative efforts for retraining workers * * *.

On this issue, the views of the minority were similar. The minority stated:

Continued economic growth of the wholesome kind creates two major problems. And the more rapid the growth the more aggravated these two problems become. The first problem is that of technological employment and unemployment. Technological advancement, by its very nature, while creating a need for new skills makes obsolete various ways by which men have been making their livelihood. Those ways of making a livelihood most affected are concentrated in the unskilled and semiskilled occupations. * * *

The problem lies in the process of training and retraining for the skills which are constantly being created. This is a happy problem to deal with, though by no means an easy one or one that does not require considerable effort upon the part of the individuals within our society who must buckle down and start using more of their brains and less of their brawn.

The Committee for Economic Development, in its report on depressed areas released June 4, 1961, expressed strong support for a program of retraining of the unemployed.

The Area Redevelopment Act, enacted in April 1961, authorized a training program, with provisions similar to those in S. 1991, limited to areas eligible for assistance under that act.

Approving editorials have appeared in an unusually large number of leading newspapers and other periodicals throughout the country. A recent public opinion poll disclosed that of all the proposals specified by the President in his second "state of the Union" message, the proposal to train the unemployed was cited by 67 percent of those replying as one for which they were willing to make sacrifices. This was more than twice the degree of support given to any other item listed.

Many feature articles and syndicated columns have likewise discussed the possibilities and prospects of a nationwide effort in this regard.

Bills to establish a nationwide program of training, centering upon the retraining of the unemployed, were introduced in the 86th and early in the 87th Congress.

During subcommittee hearings, held both in Washington and in six cities in three States, a wide range of witnesses endorsed the conception underlying the bill, and supported the bill itself. Not a single witness opposed it.

It is against the backdrop of general recognition of the widespread need that the committee has acted unanimously to support the President's program.

SCOPE OF THE PROBLEM

The manpower problems to which this program is addressed include the need of our complex society for employees with more sophisticated skills; the dilemma of the unemployed whose skills have been made obsolete by automation and other changes in the structure of the economy; and the fate of the unskilled, whether employed or not, in a market with diminishing demand for unskilled labor.

The problem is intensified by the enormous increase in the numbers of youth, many of whom are entering the labor market without sufficient levels of training and education to meet the complicated requirements of jobs that are and will be available in our highly advanced industrial society.

In good times and bad there is a hard core of unemployed persons whose identity changes only slowly—those whose skills have become obsolete; the unskilled especially those without high school education; older workers; minority groups; and the youth. For many months now, approximately 900,000 American citizens have been out of work more than 6 months.

A key problem to which the bill is addressed is automation and other technological advance, an essential and desirable process for augmenting the strength of the United States and the viability of its economy. We must have a strong, progressive, and technologically powerful economy to meet the demands that press on us from inside and outside our borders, to maintain and improve our Military Establishment, and lead the forces of freedom in a divided world. Our Nation cannot fully realize its technological potential unless our work force is given the opportunity to acquire the new skills that are required by the changes in technology.

Moreover, it is patently unfair to permit the burdens of higher productivity to fall disproportionately on a few among us—those whose jobs are eliminated. The nation which benefits from increased productivity has the responsibility to provide the means by which employees who are displaced can acquire new jobs by which they can sustain their living standards.

As President Kennedy stated in his message on urgent national needs:

* * * The Government must consider additional long-range measures to curb * * * unemployment and increase our economic growth, if we are to sustain our full role as world leaders. * * *

I am therefore transmitting to the Congress a new manpower development and training program, to train or retrain

several hundred thousand workers, particularly in those areas where we have seen critical unemployment as a result of technological factors, in new occupational skills over a 4-year period, in order to replace those skills made obsolete by automation and industrial change with the new skills which new processes demand. * * *

William McChesney Martin, Jr., Chairman of the Federal Reserve Board, referring to the structurally unemployed in testimony before the Joint Economic Committee on March 7, 1961, said:

Actions best suited to helping these groups would appear to include more training and retraining to develop skills needed in expanding industries; provision of more and better information about job opportunities for various skills in various local labor markets. * * *

Some of the causes that have rendered the skills of many persons obsolete were pointed out by Secretary of Labor Goldberg:

During the postwar period, productivity in the soft coal industry nearly doubled, rising from 6.4 tons per man-day in 1947 to 12.2 tons in 1959. During this same period the number of coal miners fell by 262,000. Productivity in the Nation's railroads during this same period rose by 65 percent. In physical terms freight ton-miles (including their equivalent passenger miles) rose from 530,300 per employee in 1947 to 719,900 in 1959. The number of workers employed by the railroads fell enormously, by 540,000. Many of the so-called depressed areas in the Nation can be traced to these declines in employment in the coal-mining and railroad industries.

Employment opportunities have declined markedly in many industries which formerly provided steady work, good wages, and a secure future for millions of American workers. In many centers of these industries, abandonment of older plants, or shifts in methods of production have caused the discharge of workers with long employment records, despite the protection of seniority rights.

Production and related jobs in the auto industry have been declining almost steadily, from 767,100 in 1953 to 612,600 in 1960. In the basic steel industry, technological changes, at present, are moving ahead rapidly and the trend in the number of production and maintenance jobs is downward. The electrical machinery industry is undergoing a period of rapid technological change. Production and maintenance jobs in this industry have dropped. Indeed, the total number of factory production and maintenance jobs has actually declined by 1½ million over the last 7 years.

Productivity increases in agriculture have also been reducing manpower needs in that field at about twice the rate this process has been proceeding in nonagricultural employment. And yet, as Secretary Goldberg pointed out:

At the same time that old jobs are being wiped out, new ones are being created. Today's unemployed are faced with want and calling for persons engaged in transistorized cir-

cuitry, inertial guidance, ferret reconnaissance, human factors science, gyro dynamics and data telemetry, job titles all but unknown a half dozen years ago.

THE IMPORTANCE OF RELATING TRAINING TO JOBS

Throughout our hearings, witnesses emphasized the importance of relating training to actual job opportunities in the rapidly changing labor market. Training which does not lead to employment is not only a waste of money but also a cause of frustration for the person trained. This bill has, therefore, been drawn to insure that the person undertaking training will do so with a strong likelihood of obtaining a job related to his training.

In this connection, Mr. J. T. Hammond, chairman of the Michigan Employment Security Commission, testified that:

Our experience has made it evident that training and retraining programs are desirable and productive only if there is a reasonable potential for employment in the field for which the applicants will be trained. Retraining is not a substitute for employment and unless the latter is a result of retraining our goal is not achieved. The primary problem in developing our training program is to determine, on a community basis, the areas in which retraining will result in employment for the trainee.

While witnesses before the subcommittee pointed out that retraining can be most effective in an expanding economy in which new job opportunities are being rapidly created, they were agreed that even in times of serious recession, with great numbers of unemployed, large numbers of jobs remain unfilled because people with adequate skills cannot be found.

Kenneth E. Carl, Director of the Williamsport (Pa.) Technical Institute, told the subcommittee that:

In 14 major labor market areas of Pennsylvania, I compiled a list of 228 occupations for which there were jobs open at that time (1959). All of these occupations were listed with the Pennsylvania State Employment Service. Jobs were going begging at that time (1959), just as they are today, for the lack of skilled and trained people. But I emphasize, they are skilled, technical, and professional jobs; jobs for which education and training are a must.

J. Fred Ingram, State director, vocational education for the State of Alabama, testified:

* * * we have the peculiar situation whereby there are shortages of workers in certain particular occupations and areas of work.

I have in my hand a complete full page of ads that appeared in the Birmingham News of yesterday, ads that were paid for by firms that are seeking qualified workers in many occupations. Yet in the State of Alabama we have 90,000 people who are hunting jobs.

The shortages are due to the fact that there are no workers presently available with the necessary training and experience

for these jobs. Furthermore, there are other areas of the country outside of our own State which could absorb to advantage many of our present unemployed workers if they could be retrained in new skills that are in demand * * *.

The committee also heard testimony to this effect from Michigan, West Virginia, Massachusetts, Rhode Island, New Jersey, Louisiana, and Ohio.

While the number of unskilled jobs in the economy remains approximately constant, the demand for skilled and semiskilled workers is constantly rising. According to the Department of Labor's projections, the number of professional and technical workers needed by 1970 will be at least 40 percent higher than in 1960; there will be 20- to 30-percent increases in the number of proprietors and managers, clerical and sales workers, skilled workers and those in service occupations. It thus is clear that the greatest opportunities for employment will be in those occupations requiring the most education and training, and such new jobs are continually becoming available.

A word of caution is necessary. Training for the unemployed is not a panacea for the problem of unemployment nor a cure for the malfunction of our economy. Training does not of itself produce jobs, except in extraordinary cases. To bring unemployment down from the current figure of 6.8 percent of the labor force to tolerable levels will require many other kinds of public and private action. Training will, however, raise the productivity potential of the economy and thus raise the potential limitations upon economic growth. It will provide a measure of hope for those with newly acquired skills that they will be considered for employment, along with others, when jobs are available—in short, it will remove a disability, a disqualification, under which many jobseekers of today find gainful and stable employment unavailable.

THE NEED FOR FEDERAL ASSISTANCE

The manpower problems to which this bill is addressed are national problems. While significant accomplishments have been made by industry, labor, and local government in dealing with dislocations that have occurred in certain areas, the total problem is too great for local capacities alone. Moreover, the labor market is a national market and if its needs are to be met national leadership is required.

The competition for the education dollar at the State and local level is already intense. Indeed, many of the criticisms leveled at vocational education can be directly traced to inadequate funds for competent instructors and for modern equipment upon which to learn up-to-date skills.

Although funds allotted to the States under the Federal vocational education acts could in theory be used for the training of unemployed persons, only a few States have made such use of these funds and then only to a negligible extent. Federal funds allotted to States under the Federal vocational education acts, the Smith-Hughes and George-Barden Acts, are so completely used by schools with long established programs of vocational education for young people that a new program entirely independent of the Smith-Hughes and George-Barden programs is necessary in order to provide the type of training for older workers who need jobs.

The success of a program to train the unemployed is not simply a question of funds for training expenses. Experience has clearly shown the necessity of supplementing such training with training allowances. In most States an unemployed person taking training is considered unavailable for employment and thus disqualified from receiving unemployment insurance benefits. The bill reported would remedy this defect by providing training allowances from Federal appropriations when unemployment insurance was not available. It is estimated that more than 50 percent of the funds authorized by this program will be expended on training allowances, and Federal leadership is the only practicable means for starting such a program.

The Federal responsibility for assisting States in providing training opportunities for the unemployed or underemployed is likewise clear. In its declaration of policy, the Employment Act of 1946 states:

The Congress declares that it is the continuing policy and responsibility of the Federal Government to use all practicable means consistent with its needs and obligations and other essential considerations of national policy, with the assistance and cooperation of industry, agriculture, labor, and State and local governments, to coordinate and utilize all its plans, functions, and resources for the purposes of creating and maintaining, in a manner calculated to foster and promote free competitive enterprise and general welfare, conditions under which there will be afforded useful employment opportunities, including self-employment, for those able, willing, and seeking to work, and to promote maximum employment, production, and purchasing power.

S. 1991 is one method by which the Federal Government can meet the obligations imposed upon it by the Employment Act of 1946.

Past programs of occupational training have been in specified or well recognized occupational areas such as nursing, agriculture, distributive trades, etc. The program authorized by this bill, emphasizing relatively short term training, will cover every possible occupation for which there are opportunities for gainful employment. Despite the priority given training for employment within a State, no one State can determine national skill development needs or judge the adequacy of the national skill development effort. American labor is mobile. It crosses State lines to seek employment opportunities. Training, therefore, unless it is to be wasted or duplicated, must be undertaken in the context of national skill needs and employment opportunities.

PART B—MAJOR PROVISIONS OF THE BILL

MANPOWER APPRAISAL

Title I of the bill makes more specific the responsibilities of the Federal Government in matters of manpower.

To a considerable degree, title I of the bill is a restatement of existing responsibilities of the Department of Labor. The Secretary of Labor now possesses the authority to evaluate the impact of automation, the mobility of labor, and conduct research and information activities in the manpower field. What is added is a specific directive "to appraise the adequacy of the Nation's manpower develop-

ment effort" as a whole and analyze manpower requirements, resources, and use to provide a sound basis for public and private training efforts throughout the country.

That the Secretary undertake these tasks is in the interest of avoiding waste, providing a focus for the coordination of Government activities affecting manpower requirements development and utilization, and making it possible for the Nation to meet the staffing requirements of the struggle for freedom.

The Secretary will report to the President on manpower matters, and the President will transmit an annual manpower report to the Congress.

ORGANIZATION OF PROGRAMS AND SELECTION OF TRAINEES

Based upon his analysis of manpower requirements and resources, the Secretary is given the responsibility for promoting the development of training programs, and for the selection of trainees and referral of them for training.

The Secretary testified that his expectation is to use the existing offices in the field; thus, the State employment services throughout the United States will, under the general guidance of the Secretary, be directly responsible for carrying out this program.

The person desiring training will apply to his local employment office. He will be interviewed and tested. He will be counseled on the possibilities of employment for which he seems fitted. Then he will be formally referred to the appropriate training program. Upon completion of the program the employment office will endeavor to find him employment. As noted earlier, training courses will be used to the fullest possible extent on actual job opportunities.

It is evident that the large-scale program envisaged by this bill will require extensive upgrading, both in quality and in quantity of the personnel of these State employment offices. In too many States and localities, these institutions are weak, and preoccupied with the mechanics of recordkeeping and paying unemployment benefits. Frequently the employment offices are not suitably located for handling white-collar occupations. The committee has taken notice of the many studies surveying the employment services,¹ which invariably recognize their weaknesses. These must be corrected if the tasks provided by this bill are to be performed.

Preliminary to a training program in any locality, it is necessary to ascertain what employment opportunities in what occupations are, or are likely to be, available. The area skill survey is the standard technique for this purpose (an example has been included at p. 43 of the hearings). But the schedule of such surveys will have to be substantially speeded. For example, the area skill survey program in Michigan at its present rate would not be completed for 10 years. It should be finished in not more than 3 years, if the training program is not to become an empty promise, and thereafter it should be continually rechecked to be certain that it is up to date. It is the hope of the committee that sufficient funds for these purposes will be provided.

¹ See, for instance, "Studies on Unemployment, the Employment Service in a Changing World," William S. Haber; "Readings on Unemployment," pp. 1081-1134, both published by the Special Committee on Unemployment Problems, S. Res. 196, 86th Cong.

The Secretary of Labor, testifying before the committee, made an eloquent summation of the task before him:

Let me tell you now of some of the problems with which we must come to grips in making the proposal work and something of the methods we intend to use.

We must make an assessment of where the Nation stands with respect to the adequacy of our human resources. We must measure our future manpower requirements and our future manpower supply on an occupational basis. In short, we must do the things necessary to know our automation and other changes in our economy are likely to affect the demand for specific skills in the future.

In general, we already know that the labor market will demand of workers more basic education and more thorough training, but we need more specific information. We need to know, for example, how the technological changes which are now occurring in the construction industry are likely to affect the demand for plumbers, electricians, civil engineers, etc. We also need to know how technological changes in office operations will affect white collar workers, particularly office workers. We must find out how changes in technology, consumer demand, and foreign competition are likely to affect the location of various industries and needs in different occupations. We must know the specifics of labor demand and supply area by area. We must determine how workers can best adjust to the geographical shifting of industries and what methods we can use to enhance their occupational mobility.

Before individuals are selected for training, we need to know not only the needs of our industries, but also a lot about each individual worker. We have to know, for example, how much basic education he has had, the amount and kind of his previous skill training, and his aptitude for different kinds of work. The obvious need for this kind of information and other facts bearing on the individual's occupational potential suggests that this first step is a job for professionally trained counselors. In this initial step in the training program, we will utilize to the fullest the counseling facilities of the local State employment service offices. Although such services already exist, they will have to be greatly expanded to do the kind of job that will be necessary. We have already launched a program of expanded services at the direction of the President, but even more will have to be done.

But even after the occupational potential of the trainee is established, a second important step must be taken before actual training can begin. Assessment must be made of the employment prospects in the field for which the unemployed person is best suited for training. This calls for an analysis of the long-term prospects in particular occupations and particular areas, as well as the outlook immediately ahead. Realistically, we must also consider the demand for the skills which we can give the trainee in areas other than his own hometown. In this country where mobility of the labor force is so great, this is a particularly important consideration.

Having established the individual's needs and capacity for training the job world into which his needs and capacities must fit, we must then determine the kind of training best suited to his individual situation. Vocational training will often prove to be the best, but in many cases a completely different type of training might be called for. We intend to use every available resource and facility that can equip a trainee with the necessary skill to enable him to take his place again in the Nation's work force. Experience may teach us that new training methods and facilities need to be developed to insure that each individual gets the kind of training that is best for him.

I should like to stress that the retraining program for each unemployed person will be determined by examining his or her needs. Unemployed persons will be counseled to assess what they already have to offer on the job market; their potential for retraining. For some workers the retraining may be very simple. In other cases, the task of retraining and placement may be difficult. Older workers with low levels of education and deep roots in their own communities are likely to be severe problems.

In any case, the training or retraining prescribed will match the individual's needs. It is for this reason we are proposing that a wide range of training institutions be used to meet our retraining objectives. Sometimes a few weeks of on-the-job instruction may make the unemployed worker reemployable. Sometimes a course in drafting or electronics will turn the trick. In a few cases perhaps the 4 or 5 months needed to complete work for a high school diploma would be worthwhile to enhance permanently the employability of an unemployed worker. In still other cases, apprenticeship or technical school instruction may provide the best answer.

TRAINING ALLOWANCE

The unemployed person whose skills suddenly become obsolete faces special hardships. He may have spent a number of years in his old job and become accustomed to better than average pay, bringing with it a high standard of living for himself and his family. He will find difficulty in finding a new employer because many companies have age limitations in hiring. He probably has made commitments for payments on his home, life insurance, and other household goods. He may have prepared his children for a college education.

His hopes and his self-respect are in jeopardy—in jeopardy not because of his own shortcomings or because of a temporary recession, but because his employment relationship has been severed permanently. If he is a coal miner, the consumer's need for coal may have been met by other fuels; if a semiskilled factory hand, his firm may have failed or may have been relocated many miles away. Foreign competition displaces domestic producers. Machinery and automated equipment eliminate whole employee classifications. These are examples of structural unemployment—unemployment caused by some structural change in the economy—and studies have shown that such unemployment is likely to be of long duration.

The person who is structurally unemployed is confronted with an immediate reduction in his pay scale if he can find work, or dependency on unemployment insurance.²

Unless such a laid-off person receives financial assistance, he will probably be unable to afford retraining. The incentive for abandoning training when even odd jobs are available will disrupt his plans for completing his occupational rehabilitation, and in most States, he will be disqualified from unemployment insurance when he takes training.

For all these reasons, S. 1991 authorizes training allowances at levels in each State equal to unemployment insurance benefits. In the event the training program includes part-time on-the-job training for which the employer pays learners' wages, the training allowance will be reduced proportionately.

Under some circumstances training for certain jobs will be available only in a location far removed from a trainee's residence. Some courses which require relatively heavy investment in teaching equipment, for example, may be given at only one location in a particular State. The bill provides modest living and transportation expenses for the individual certified for training if he lives beyond commuter distance of the training center.

With the exception of limited amounts for supplementing earnings of youth undergoing on-the-job training, training allowances will be limited to persons not receiving unemployment insurance who are heads of families and who have had a minimum work experience of at least 3 years. As a further safeguard against abuse, the committee further provided that an individual who fails to avail himself of training when it is offered to him will be disqualified from receiving benefits for 6 months. The committee believes the Secretary, under his rulemaking authority, may further restrict the payment of training allowances when he has reasons to believe a given individual has postponed his training period in order to protect the period of insurance benefits before availing himself of the training allowances. The committee does not intend, however, to limit in any way the amounts paid under the unemployment insurance program, nor in any way to compel a person to take training against his wishes.

TRAINING RESPONSIBILITIES

The assignment of responsibilities under the bill to the Department of Labor and the Department of Health, Education, and Welfare has been carefully defined. Existing facilities for training will be used to the extent they are available. To the extent that new programs are contemplated, the bill outlines the relationships between the two departments. Both departments have been consulted and endorse the assignment of functions made by the bill. There is sufficient flexibility in the provisions to permit hitherto untried methods of training when this seems appropriate.

The Secretary of Health, Education, and Welfare will be responsible for providing through the State boards of vocational education the training programs especially designed to provide training for the unemployed and underemployed so that they may be more readily fitted to immediate or likely employment prospects. The experience of several State boards for vocational education, especially that of Penn-

² See "Too Old To Work—Too Young To Retire," a study of the Packard Motor Co. shutdown, Special Committee on Unemployment Problems, S. Res. 193, 86th Cong.

sylvania and to a lesser extent those of Michigan, Connecticut, and West Virginia, has contributed materially to the formulation of the committee's bill.

The kind of training contemplated by the bill differs in important respects from traditional vocational training under the Smith-Hughes and George-Barden Acts. Under those statutes, categories of occupation for which training is to be given are either specified by law or have become stabilized by custom; the allotment of funds to States is made on the basis of formulas unrelated to the distribution or volume of unemployment; in most instances training is provided by local school districts to school-age youth on fairly regular schedules, and the flexibility needed for retraining the unemployed in temporary employment needs is not available.

Under S. 1991, as amended, if a State board finds the training facilities in any given area to be inadequate, or not suitable for the training requested by the Secretary of Labor, the State board may then make arrangements with private educational or training institutions to provide the instruction requested.

If the State board is not in a position to carry out the training and retraining responsibilities in the bill, the Secretary of Health, Education and Welfare has the authority to make an agreement with public or private educational or training institutions either within the State or convenient thereto to provide such training under the same conditions as would apply if the State boards for vocational education in that State were to assume responsibility.

The committee assumes that a high degree of flexibility in program content will be maintained. The funds provided under the bill will permit rental of buildings for temporary or mobile training programs. The committee recognizes that it would not be feasible to require a specific percentage of employment from a training course in which a given employee is trained. Some training will be of a broader scope than that which would be limited to a specific job opportunity in order to fit the trainee for a wider range of employment. Nor did the committee believe it wise to impose a time limitation on employee placement, as a condition to continuing the course. During periods of recession, job opportunities become increasingly scarce, and to curtail the program sharply to accord with curtailed job openings would result in serious administrative difficulties and loss of instructor personnel. Then, as recovery progressed, it would be difficult to expand training as fast as job opportunities developed. For these reasons, while training must be closely related to employment requirements, it should not be directly and exclusively tied to immediate job possibilities.

The Secretary of Labor will develop programs for on-the-job training. This is a function already the responsibility of his Department. To the maximum extent possible, the Secretary of Labor will secure the adoption of such programs by private and public agencies, employers, trade associations, labor organizations, and other industrial and community groups which he determines are qualified to conduct effective on-the-job training programs. The Secretary of Labor is authorized to enter into appropriate agreements with these groups and may make such provision for payment of the cost of providing necessary training as equitable in each case.

The bill requires a cooperative relationship between the Departments of Labor and Health, Education, and Welfare to insure that

each agency will take full advantage of the information and techniques available in the other. In carrying out its on-the-job training functions, the Department of Labor will make the fullest possible use of training facilities which can be made available through the Department of Health, Education, and Welfare. In carrying out its responsibilities for vocational education and training, the Department of Health, Education, and Welfare will rely upon the information developed by the Department of Labor as to occupational needs of the Nation and particular labor market areas and the potential of individuals selected for training.

A successful program will require maximum effort and close cooperation by the State employment service and education agencies, not only at the Federal level but at the State and local levels as well. The experience in those States, such as Pennsylvania, which have worked out effective cooperative programs, furnishes a pattern which will be useful for other States.

The ultimate success of this program, however, will depend upon the extent to which individual workers accept the opportunity to participate and develop their potential. The training programs authorized by this bill are, therefore, geared both to the skill needs of the economy and the occupational potential of the individuals to be trained.

YOUTH

S. 1991, as proposed by the administration and introduced, would have provided training to all unemployed persons including new entrants into the labor force. S. 2036, also proposed by the administration and under consideration by the committee, would likewise have authorized a program for occupational training for young people between the ages of 16 and 21. Because the overlapping of the two bills gave rise to questions as to their relationship, the committee decided that the training activities for youth should be included in the bill here reported.

Because the problems of training youth, especially those in the younger age bracket who have dropped out of school, are different to some extent from those of adult training, the committee believed it desirable at several points in the bill to provide the Secretary of Labor with special authority in this field. For this reason, the Secretary was given the authority "wherever appropriate" to provide a special program for the testing, counseling, and selection of youth "for occupational training and further schooling."

Testimony before the committee in its consideration of S. 2036 demonstrated a remarkable variety of techniques utilized by many communities in their attempts to ease the transition of teen-age youth from school to adult employment. The transition is reasonably successful for those who complete school and go on to technical or college training. But for those who do not complete school, the problem is acute. This is true not only because such young people are often already unable to adjust to society, but also because the number of jobs available to unskilled workers is a steadily decreasing proportion of the total.

Under these circumstances, various programs involving a combination of employment and formal instruction—sometimes called work-study programs—have been successfully tried on a limited scale.

These programs are especially needed in the 10 or 15 largest urban centers where unemployment rates, according to the testimony before the committee, run as high as 70 percent in the 16 to 21 age bracket in some underprivileged neighborhoods.

The committee believes that the Secretary in providing special guidance and counseling programs for such youth should not necessarily limit himself to utilizing U.S. Employment Service facilities. He will find that some local agencies are already providing limited programs of the kind contemplated in this bill. He will have authority to provide special programs in a variety of circumstances and with a variety of techniques. He will be able to promote and encourage further schooling and training combined with different amounts of part-time on-the-job training. Under unusual circumstances he will be able to provide training allowances, where necessary to promote the occupational training envisaged by the program. Great care, however, must be exercised that the amount of such training allowances will be minimal. It is not the committee's intention that the equivalent of a scholarship-type program be available for teen-age unemployed youth who have dropped out of school.

THE UNDEREMPLOYED

The bill gives a priority in training to workers actually unemployed over those who hold jobs but who need their skills upgraded. The committee discussed the possibility of giving a similar priority to underemployed persons, especially when their employment was part-time and at a bare subsistence level.

Because of the difficulty of distinguishing among the various levels and causes of underemployment and the difficulty of defining unemployment, the committee decided against a priority for such individuals and against providing them with training allowances during periods of training.

A special and definable problem exists, however, in the case of rural areas of low-income, subsistence agriculture. Under these circumstances, the committee determined that workers in families whose family income does not exceed \$1,200 per year shall be considered unemployed for the purpose of the program.

PRINCIPAL CHANGES IN THE BILL AS INTRODUCED

The committee amendment in the nature of a substitute does not change the purposes of the bill as introduced. It nevertheless contains many refinements and important changes which were suggested by witnesses during the hearings or by the members of the committee.

The principal changes are as follows:

1. The relationships between the Department of Labor and the Department of Health, Education, and Welfare were clarified and the functions to be performed under the general supervision of each was more precisely defined.

2. The Secretary of Labor was given special duties of job counseling and the promotion of training in connection with youth 16 to 21 years of age. The functions authorized here are similar to those recommended by the administration in title I of S. 2036, except for additional flexibility in the choice of programs.

3. In addition to the manpower reports to be prepared by the Secretary of Labor, an annual manpower report by the President is required.

4. A requirement for 50-50 State matching of funds after the second year was added.

5. A proposal for financial assistance in the form of moving expenses to persons relocating in other communities was removed.

6. For the purposes of the bill, persons in farm families with less than \$1,200 annual net family income are to be considered unemployed.

7. A number of safeguards against possible abuses were added, including an antipirating provision; a requirement for the maintenance of State training effort; a disqualification from receiving training allowances for persons declining training opportunities; limitations on transportation and subsistence allowances; and requirements for detailed reports on the training program.

8. A National Advisory Committee is created.

9. An apportionment formula sets forth four criteria to be used in determining an equitable allotment of funds among the States.

10. Specific ceilings are set upon appropriations for each of the 4 years of the program.

PART C.—SECTION-BY-SECTION SUMMARY OF THE AMENDMENT AS REPORTED

TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT AND UTILIZATION

Section 102—Statement of findings and purpose

This section declares it to be the purpose of the amendment—to be cited as the “Manpower Development and Training Act of 1961”—to require the Federal Government to appraise the manpower requirements of the Nation, develop information and methods to deal with the problems of unemployment resulting from automation and other types of persistent unemployment, and provide for the adequate training of the Nation’s labor force.

Section 103—Evaluation, information, and research

This section provides for a program of manpower appraisal to be carried on by the Secretary of Labor. This would be accomplished by (1) an evaluation of the problems caused by automation, and the development of techniques which would predict the potential impact of such changes in advance; (2) studies of practices of employers and unions which affect worker mobility; (3) an appraisal of the manpower development efforts to meet foreseeable manpower needs and work experience and training opportunities for youth; (4) the promotion of information concerning manpower and (5) arranging for general research and investigation which would further the purpose of the program.

Section 105—Skill and training requirements

This section would require the Secretary of Labor to develop information regarding skill requirements and training activities on a National, State or area or other basis. This data would be utilized by those performing training, counseling and placement activities under the program.

Section 106—Manpower report

This section would require the Secretary of Labor to make reports and recommendations pertaining to manpower requirements, resources, use and training to the President and require the President to transmit a manpower report to Congress within 60 days after the beginning of each regular session (commencing in 1962).

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY

Section 201—General responsibility

This section would require the Secretary of Labor to determine the skill requirements of the economy, develop policies for the development and utilization of the skills of the Nation's workers, and specifically to promote the development of training programs designed to qualify for employment persons who cannot reasonably be expected to secure full-time employment without such training.

Section 202—Selection of trainees

This section provides for a selection program of testing, counseling, selection, training referral, and placement.

Subsection (a) would require the Secretary of Labor to provide such a program for training those who cannot reasonably be expected to secure full-time employment without training. Whenever appropriate the Secretary is to provide a special program for youths 16 years of age or older for occupational training and further schooling. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of the act.

Subsection (b) requires that priority in referral for training be given the unemployed but permits referral of other persons to upgrade their skills. Preference in training will be given for job openings within the State.

Subsection (c) would require the Secretary of Labor to determine the training needs of those selected and provide for their referral and their placement after they have completed training. The Secretary will also conduct followup studies.

Section 203—Weekly training allowances

Subsection (a) would permit the Secretary of Labor to pay a weekly Federal training allowance to persons undergoing training. Payments could be paid for a maximum of 52 weeks and the amount of any payment in any week could not exceed the amount of the average weekly unemployment compensation payment in the particular State making payments. Individuals who are undergoing compensated on-the-job training may receive a training allowance reduced by a proportion equal to the ratio that the number of hours per week for which they are compensated bears to 40 hours.

Subsection (b) would permit the weekly training allowance to be supplemented in order to defray transportation and subsistence expenses for separate maintenance of individuals who are undergoing training in facilities which are not within commuting distance of their regular residence. Limitations upon the amount of such allowances are provided.

Subsection (c) would limit the availability of training allowances to unemployed persons who have had not less than 3 years gainful employment experience and who are heads of families or households (as defined in the Internal Revenue Code), except where the Secretary finds such allowances necessary for training youths of over 16 years of age.

Subsection (d) would require that after June 30, 1963, States bear 50 percent of the cost of the training allowances.

Subsection (e) would deny training allowances to individuals who are receiving unemployment compensation.

Subsection (f) would make a person who refuses, without good cause, to accept training under this act, ineligible to receive training allowances for 6 months.

Subsection (g) provides for certain procedural matters.

Section 204—On-the-job training

Subsection (a) would require the Secretary of Labor to develop and secure the adoption of programs for on-the-job training including wherever appropriate special programs for youths. The Secretary is to secure the adoption of programs by qualified private and public agencies, employers, trade associations, labor organizations, and other industrial community groups.

Subsection (b) provides for cooperation by the Secretary of Labor with the Secretary of Health, Education, and Welfare in coordinating on-the-job with vocational training.

Subsection (c) would require the Secretary of Labor to make arrangements necessary to insure the adherence to training standards.

Subsection (d) provides that when on-the-job training programs require supplementary classroom instruction, appropriate arrangements for such instructions are to be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

Section 205—National advisory committee

This section would require the Secretary of Labor to appoint a National Advisory Committee of 10 members representing labor, management, agriculture, education, training, and the public in general. The Committee will make recommendations to the Secretary with respect to carrying out his duties. The Committee is to hold at least two meetings during the calendar year.

Section 206—Reports on operation of training program

This section requires the Secretary of Labor to develop and make available detailed information regarding the training activities under the act and the employment experience of the trainees.

Section 207—State agreements

Subsection (a) provides a general authority to the Secretary of Labor to enter into agreements with the States.

Subsection (b) provides for language to assure effective administration.

Section 208—Rules and regulations

This section authorizes the Secretary of Labor to prescribe rules and regulations.

PART B—DUTIES OF THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

Section 231—General responsibilities

This section provides authority for the Secretary of Health, Education, and Welfare to enter into agreements with the States under which State vocational agencies will undertake to provide training individuals referred by the Secretary of Labor under section 202. Under this section State agencies are to provide for training through public educational agencies or institutions—or, if the facilities or services of such agencies or institutions are not adequate, through arrangements with private educational training institutions. Agreements must provide 100 percent of the cost to the State carrying out the agreement in the case of unemployed individuals, and 50 percent of the cost in the case of other individuals. Such agreements are to contain provisions which will foster effective administration. After June 30, 1963, no amount is to be paid to a State to carry out such agreements unless the State bears 50 percent of the cost. In the case of States which do not enter into agreements, and where training which is not provided by the State agency under such agreements, the Secretary of Health, Education, and Welfare is to provide the needed training by agreement or contract with either public or private educational or training institutions.

Section 232—Rules and regulations

This section authorizes the Secretary of Health, Education, and Welfare to prescribe rules and regulations.

TITLE III. MISCELLANEOUS

Section 301—Apportionment of benefits

This section provides that the Secretaries of Labor and Health, Education, and Welfare in effecting an equitable apportionment of Federal expenditures among the States for the program authorized under title II, are to consider only: (1) the proportion which the labor force of a particular State bears to the total labor force, (2) the proportion which the unemployed in a State bears to the national total number of unemployed in the preceding calendar year, (3) the amount of underemployment in a State, and (4) the proportion which the insured unemployment in a State bears to the total number of insured unemployed within the State. A State is defined in this section to include the District of Columbia, Puerto Rico, and the Virgin Islands.

Section 302—Maintenance of State effort

This section would require that no training or retraining program financed in whole or part by the Federal Government under the act is to be approved unless either the Secretary of Labor (in the case of programs authorized under title II, pt. A) or the Secretary of Health, Education, and Welfare (if the program is authorized by title II, pt. B) is satisfied that the State and/or locality where the training is carried out is not reducing its own level of expenditures for vocational education and training, including programs under provisions of the Smith-Hughes Act and titles I, II, III of the Vocational Education Act of 1946, except for reductions which are unrelated to the provisions or purposes of this bill.

Section 303—Other agencies and departments

This section would require the Secretary of Labor to use available services or facilities of other agencies of the Federal Government.

Section 304—Appropriations

Subsection (a) authorizes to be appropriated sums not to exceed \$90 million for the fiscal year 1962, \$165 million for 1963, and \$200 million for each of the 2 succeeding fiscal years.

Subsection (b) provides that funds appropriated may be transferred with the approval of the Director of the Bureau of the Budget between the departments.

Subsection (c) provides that equipment and teaching aids purchased by a State or local vocational education agency with appropriated funds in order to carry out provisions of part B are to become State property.

Subsection (d) prohibits the direct or indirect appropriation of any portion of funds to be used under part B for the purchase, erection or repair of any building (except for minor remodeling of public buildings necessary to suit it for use in training under part B).

Subsection (e) provides that funds appropriated shall remain available for 1 fiscal year beyond that in which appropriated.

Section 305—Additional positions

This section authorizes not exceeding 10 positions subject to section 505 of the Classification Act of 1949, as amended, in grades 16, 17, and 18 of the general schedule established by that act, in addition to the number of positions authorized by section 505.

Section 306—Authority to contract

Subsection (a) is a general authority to the Secretary of Labor and the Secretary of Health, Education, and Welfare.

Subsection (b) provides that no authority conferred by the bill shall be used to assist establishments in relocating from one area to another.

Section 307—Termination of authority

Subsection (a) provides that all authority conferred under title II is to terminate at the close of June 30, 1965.

Subsection (b) provides that notwithstanding subsection (a) the termination of title II is not to affect the disbursement of funds on the carrying out of contracts, commitments, or obligations entered into prior to the date of termination. No disbursement of funds is to be made pursuant to authority conferred under title II after December 30, 1965.

INDIVIDUAL VIEWS OF SENATOR BARRY GOLDWATER

I voted to report out S. 1991, as amended, because I believe that this legislation should have an opportunity to be debated at length on the Senate floor.

While I support the basic aims of this legislation, I reserve the right to offer and support floor amendments which I believe will strengthen this legislation.

BARRY GOLDWATER.

Calendar No. 626

87TH CONGRESS
1ST SESSION

S. 1991

[Report No. 651]

IN THE SENATE OF THE UNITED STATES

MAY 29, 1961

Mr. CLARK (for himself, Mr. RANDOLPH, Mr. HUMPHREY, Mr. McNAMARA, Mr. HART, and Mr. PELL) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

JULY 31, 1961

Reported by Mr. CLARK, with amendments

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the “Manpower Development
4 and Training Act of 1961”.

5 TITLE I—OCCUPATIONAL TRAINING AND MAN-
6 POWER UTILIZATION

7 STATEMENT OF FINDINGS AND PURPOSE

8 SEC. 102. The Congress hereby reaffirms the preeminent
9 importance of achieving maximum employment, production,

1 and purchasing power, in accord with the national commit-
2 ments set forth in section 2 of the Employment Act of 1946;
3 and declares that, to achieve these goals, it is essential there
4 be rapid technological progress. The Congress further de-
5 clares that it is the continuing responsibility of the Federal
6 Government to assist in the development of policies and pro-
7 grams which will result in the adequate development, prep-
8 aration, and productive use of the manpower resources of
9 the Nation in pursuit of our national goals. The Congress
10 finds that the skills of many persons have been rendered
11 obsolete by dislocations in the economy arising from automa-
12 tion or other technological developments and changes in the
13 structure of the economy; that Government leadership is
14 necessary to insure that the benefits of automation do not
15 become burdens of widespread unemployment; and that im-
16 proved planning and expanded efforts will be required to
17 assure that men and women will be trained and available
18 to meet shifting employment needs. The Congress further
19 finds that many persons now unemployed, in order to become
20 qualified for reemployment, must be provided with skills
21 which are or will be in demand in the labor market; that the
22 skills of many persons now employed are inadequate to
23 enable them to participate effectively in the mainstream
24 of the Nation's economy; and that it is in the national in-
25 terest that the opportunity to acquire new skills be afforded

1 to these people in order to alleviate the hardships of unem-
2 ployment, reduce the costs of unemployment compensation
3 and public assistance and to increase the Nation's productivity
4 and its capacity to meet the requirements of the space age.
5 It is therefore the purpose of this Act to require the Federal
6 Government to appraise the manpower requirements and
7 resources of the Nation, develop and apply the information
8 and methods needed to deal with the problems of automation
9 and with technological and other types of persistent unem-
10 ployment, and provide for the adequate training and retrain-
11 ing of the Nation's labor force.

12 AUTOMATION AND OCCUPATIONAL TRAINING

13 SEC. 103. To assist the Nation in accomplishing the ob-
14 jectives of technological progress while avoiding or mini-
15 mizing individual hardship and widespread unemployment,
16 the Secretary of Labor shall—

17 (1) evaluate the impact of, and benefits and
18 problems created by automation, technological progress,
19 and other changes in the structure of production and de-
20 mand on the use of the Nation's human resources; es-
21 tablish techniques and methods for detecting in advance
22 the potential impact of such developments; develop solu-
23 tions to these problems, and publish findings pertaining
24 thereto; and to such ends conduct or cause to be con-
25 ducted within the Department of Labor and other agen-

cies of Government, a comprehensive and continuing program of research as may be necessary;

(2) promote, encourage, or directly engage in programs of information and communication concerning automation, technological developments, and prevention and amelioration of undesirable manpower effects from such developments;

(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments; and

(4) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

IMPROVING LABOR MOBILITY

SEC. 104. In order to encourage the mobility of labor, to determine existing impediments to such mobility, and to determine the feasibility and desirability of methods to improve the mobility of labor, the Secretary of Labor is directed to—

(1) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate, mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits

1 to laid-off workers; the operation of severance pay plans;
2 the operation of seniority systems; and the use of ex-
3 tended leave plans for education and training purposes.
4 A report on these studies shall be included as a part
5 of the Secretary's report on automation and manpower
6 training and use.

7 (2) promote by discussions, publications, and other
8 appropriate means, the development and adoption
9 of equitable practices which improve the mobility of
10 workers.

11 SECRETARY'S REPORT

12 SEC. 105. The Secretary of Labor shall make such re-
13 ports and recommendations to the President and the Con-
14 gress as he deems appropriate pertaining to manpower re-
15 quirements, resources, use, and training.

16 INFORMATION AND RESEARCH

17 SEC. 106. The Secretary of Labor shall develop, com-
18 pile, and make available, in such manner as he deems appro-
19 priate, information regarding skill requirements, occupational
20 outlook, job opportunities, labor supply in various skills,
21 and employment trends on a National, State, or area or
22 other appropriate basis which shall be used in the educa-
23 tional, training, counseling, and placement activities per-
24 formed under this Act.

~~APPROPRIATIONS FOR ADMINISTRATION~~

SEC. 107. There are hereby authorized to be appropriated to the Secretary of Labor such sums as are necessary to administer the provisions of this title.

~~TITLE II—TRAINING AND SKILL DEVELOPMENT
PROGRAMS~~

~~RESPONSIBILITY FOR PROGRAMS~~

SEC. 201. (a) In carrying out the purposes of section 102 of this Act, the Secretary of Labor shall determine the skill requirements of the economy; develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers; and develop and encourage the development of broad and diversified on-the-job and related training and retraining programs, and encourage the development of vocational training programs, designed to qualify for reemployment the many unemployed persons who cannot reasonably be expected to secure full-time employment without retraining; and to equip the Nation's workers with the new and improved skills that are and will be required.

(b) The Secretary of Labor shall carry out his responsibilities under this title through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institu-

1 tions, State, Federal, and local agencies, and other appropri-
2 ate public and private organizations and facilities.

3 SELECTION OF TRAINEES

4 SEC. 202. (a) The Secretary of Labor shall provide a
5 program for testing, counseling, and selecting for occupa-
6 tional training those unemployed persons who cannot reason-
7 ably be expected to secure appropriate full-time employment
8 without retraining.

9 (b) Although priority in placement for training shall
10 be extended to such unemployed persons, the Secretary of
11 Labor shall, to the maximum extent possible, also refer
12 other qualified persons for training or retraining programs
13 which will enable them to acquire needed skills.

14 (c) The Secretary of Labor shall determine the occupa-
15 tional training or retraining needs of such persons, provide
16 for their orderly selection and referral for training under titles
17 III and IV, and provide placement services to persons who
18 have completed their training, as well as counseling services
19 to such persons for an appropriate period after they have
20 been placed.

21 FEDERAL RETRAINING ALLOWANCES

22 SEC. 203. (a) The Secretary of Labor may, on behalf
23 of the United States, enter into agreements with States under
24 which the Secretary of Labor shall make payments to such

1 States either in advance or by way of reimbursement for the
2 purpose of enabling such States, as agents for the United
3 States, to make payment of weekly Federal retraining allow-
4 ances to individuals selected for training pursuant to the pro-
5 visions of section 202(a) of this title and undergoing retrain-
6 ing in a program operated pursuant to the provisions of this
7 Act. Such payments shall be made for a period not exceed-
8 ing fifty-two weeks, and the amount of any such payment in
9 any week for individuals undergoing full-time vocational re-
10 training, including vestibule or other forms of uncompensated
11 employer-provided training, shall not exceed the amount of
12 the average weekly unemployment compensation payment
13 (including allowances for dependents) for a week of total
14 unemployment in the State making such payments during
15 the most recent quarter for which such data are available.

16 For individuals undergoing on-the-job training for
17 which compensation is received, the amount of any payment
18 by the Secretary of Labor under this section shall not exceed
19 the total amount of the hourly wages received from the
20 employer or 50 per centum of the Federal retraining allow-
21 ance payable in the State, whichever is the lesser: *Pro-*
22 *vided,* That in no event shall such sum when added to the
23 amount received from the employer bring the total to more
24 than \$46.

25 (b) Such Federal retraining allowances may be supple-

1 mented by such sums as may be determined by the Secre-
2 tary of Labor to be necessary to defray transportation and
3 subsistence expenses for separate maintenance of individuals
4 engaged in retraining under this title when such retraining
5 is provided in facilities which are not within commuting
6 distance of their regular place of residence.

7 (c) In order to qualify as an approved retraining pro-
8 gram, on-the-job training must be compensated by the em-
9 ployer at such rates, including periodic increases, as may
10 be deemed reasonable under regulations hereinafter author-
11 ized, considering such factors as industry, geographical re-
12 gion, and trainee proficiency.

13 (d) No weekly retraining allowance shall be made to
14 any person otherwise eligible who, with respect to the week
15 for which such payment would be made, has received or is
16 seeking unemployment compensation under title XV of the
17 Social Security Act or any other Federal or State unemploy-
18 ment compensation law, but if the appropriate State or Fed-
19 eral agency finally determines that a person denied retraining
20 allowances for any week because of this subsection was not
21 entitled to unemployment compensation under title XV of
22 the Social Security Act or such Federal or State law with
23 respect to such week, this subsection shall not apply with
24 respect to such week.

1 ~~(c) Any agreement under this section may contain such~~
2 ~~provisions (including, as far as may be appropriate, provi-~~
3 ~~sions authorized or made applicable with respect to agree-~~
4 ~~ments concluded by the Secretary of Labor pursuant to title~~
5 ~~XV of the Social Security Act) as will promote effective~~
6 ~~administration, protect the United States against loss and~~
7 ~~insure the proper application of payments made to the State~~
8 ~~under such agreement. Except as may be provided in such~~
9 ~~agreements, or in regulations hereinafter authorized, deter-~~
10 ~~minations by any duly designated officer or agency as to the~~
11 ~~eligibility of individuals for weekly Federal retraining allow-~~
12 ~~ances under this section shall be final and conclusive for any~~
13 ~~purposes and not subject to review by any court or any other~~
14 ~~officer.~~

15 FEDERAL RELOCATION ALLOWANCES

16 SEC. 204. The Secretary of Labor may pay 50 per
17 centum of the expenses incurred in transportation of per-
18 sons and household effects to effect the relocation of indi-
19 viduals involuntarily unemployed six months or more and
20 their families, where he determines that such individuals
21 cannot reasonably be expected to secure full-time employment
22 in the community in which they reside, have bona fide offers
23 of employment of extended duration, and are deemed quali-
24 fied to perform the work for which they are being employed.

1 AGREEMENTS WITH STATES

2 SEC. 205. (a) The Secretary of Labor is authorized to
3 enter into agreements with States, or with the appropriate
4 State agency, pursuant to which the Secretary of Labor may,
5 for the purpose of carrying out his functions and duties under
6 this title, utilize the services of the appropriate State agency
7 and, notwithstanding any other provision of law, may reim-
8 burse the State or appropriate agency and its employees for
9 services rendered for such purposes.

10 (b) Any agreement under this section may contain such
11 provisions as will promote effective administration, protect
12 the United States against loss and insure that the functions
13 and duties to be carried out by the appropriate State agency
14 are performed in a manner satisfactory to the Secretary of
15 Labor.

16 RULES AND REGULATIONS

17 SEC. 206. The Secretary of Labor shall prescribe such
18 rules and regulations as he may deem necessary and appro-
19 priate to carry out the provisions of this title.

20 APPROPRIATIONS

21 SEC. 207. There are hereby authorized to be appropri-
22 ated to the Secretary of Labor such sums as may be necessary
23 to carry out the provisions of this title.

1 ~~TITLE III—ON THE JOB AND RELATED~~2 ~~TRAINING~~3 ~~DEVELOPMENT OF ON-THE-JOB AND RELATED TRAINING~~
4 ~~COURSES~~

5 SEC. 301. (a) The Secretary of Labor shall encourage,
6 develop, and secure the adoption of programs for on-the-job
7 and related training needed to equip individuals selected for
8 training with the appropriate skills. The Secretary shall, to
9 the maximum extent possible, secure the adoption by private
10 and public agencies, employers, trade associations, labor or-
11 ganizations and other industrial, educational, and community
12 groups which he determines are qualified to conduct effective
13 training programs under this title of such programs as he
14 approves, and for this purpose he is authorized to enter into
15 appropriate agreements with them.

16 (b) The Secretary of Labor may provide such addi-
17 tional on-the-job and related training programs and facilities
18 as he finds necessary.

19 (c) The Secretary of Labor shall cooperate with the
20 Secretary of Health, Education, and Welfare in coordinating
21 on-the-job training programs with vocational educational
22 programs conducted pursuant to the provisions of title IV.

23 ~~TRAINING PROGRAM STANDARDS~~

24 SEC. 302. In adopting or approving any training pro-
25 gram under this title, and as a condition to the expenditure

1 of funds for any such program, the Secretary shall make such
2 arrangements as he deems necessary to insure adherence to
3 appropriate training standards and policies, including as-
4 surances—

5 ~~(1)~~ that the training content of the program is ade-
6 quate, involves reasonable progression, and will result
7 in the qualification of trainees for suitable employment;

8 ~~(2)~~ that the training period is reasonable and con-
9 sistent with periods customarily required for comparable
10 training;

11 ~~(3)~~ that wages paid to trainees are not less than
12 those customarily paid in the training establishment and
13 in the community to learners on the same job; and

14 ~~(4)~~ that adequate and safe facilities, personnel,
15 and records of attendance and progress are provided.

16 SUPERVISION OF ON-THE-JOB AND RELATED TRAINING
17 PROGRAMS

18 SEC. 303. The Secretary of Labor shall make appro-
19 priate provision for continuous supervision of the on-the-job
20 and related training programs conducted under this title
21 to insure the quality of the training provided and the ade-
22 quacy of the various programs.

23 STATE AGREEMENTS

24 SEC. 304. ~~(a)~~ The Secretary of Labor is authorized to
25 enter into an agreement with a State, or with the appropri-

1 ate agency of the State, pursuant to which the Secretary of
2 Labor may, for the purpose of carrying out his functions and
3 duties under this title, utilize the services of the appropriate
4 State agency and, notwithstanding any other provision of
5 law, may reimburse such State or appropriate agency for
6 services rendered for such purposes.

7 (b) Any agreement under this section may contain
8 such provisions as will promote effective administration, pro-
9 tect the United States against loss and insure that the
10 functions and duties to be carried out by the appropriate
11 State agency are performed in a manner satisfactory to the
12 Secretary of Labor.

13 ~~RULES AND REGULATIONS~~

14 SEC. 305. The Secretary of Labor shall prescribe such
15 rules and regulations as he may deem necessary and ap-
16 propriate to carry out the provisions of this title.

17 ~~APPROPRIATIONS~~

18 SEC. 306. There are hereby authorized to be appro-
19 priated to the Secretary of Labor such sums as may be neces-
20 sary to carry out the provisions of this title.

21 ~~TITLE IV—VOCATIONAL TRAINING~~

22 ~~PROVISION OF VOCATIONAL TRAINING~~

23 SEC. 401. The Secretary of Health, Education, and Wel-
24 fare shall, pursuant to the provisions of title II of this Act,
25 enter into agreements with States under which the appropri-

1 ate State vocational education agencies will undertake to pro-
2 vide the vocational training or retraining needed to equip
3 individuals, referred to the Secretary of Health, Education,
4 and Welfare by the Secretary of Labor pursuant to section
5 202, for the occupations specified in the referrals. Such
6 State agencies shall provide for such training or retraining
7 through public education agencies or institutions or, if facili-
8 ties or services of such agencies or institutions are not ade-
9 quate for the purpose, through arrangements with private
10 educational or training institutions. Any such agreement
11 may provide for payment to such State agency of up to 100
12 per centum of the cost to the State of carrying out the agree-
13 ment with respect to unemployed individuals, and up to 50
14 per centum of the cost with respect to other individuals, and
15 shall contain such other provisions as will promote effective
16 administration (including provision for reports on the at-
17 tendance and performance of trainees and provision for con-
18 tinuous supervision of the training programs conducted under
19 the agreement to insure the quality and adequacy of the
20 training provided); protect the United States against loss,
21 and assure that the functions and duties to be carried out by
22 such State agency are performed in such fashion as will
23 carry out the purposes of this title. In the case of any State
24 which does not enter into an agreement under this section,
25 and in the case of any training which the State agency does

1 not provide under such an agreement, the Secretary of
2 Health, Education, and Welfare shall provide the needed
3 training by agreement or contract with public or private edu-
4 cational or training institutions.

5 COOPERATION WITH SECRETARY OF LABOR

6 SEC. 402. The Secretary of Health, Education, and Wel-
7 fare shall cooperate with the Secretary of Labor in coordinat-
8 ing vocational educational programs with on-the-job and
9 related training conducted pursuant to the provisions of title
10 III.

11 RULES AND REGULATIONS

12 SEC. 403. The Secretary of Health, Education, and Wel-
13 fare may prescribe such rules and regulations as he may deem
14 necessary and appropriate to carry out the provisions of
15 this title.

16 APPROPRIATIONS

17 SEC. 404. There are authorized to be appropriated to
18 the Secretary of Health, Education, and Welfare such sums
19 as may be necessary to carry out the provisions of this title.

20 TITLE V—MISCELLANEOUS

21 OTHER AGENCIES AND DEPARTMENTS

22 SEC. 501. (a) In the performance of his functions under
23 this Act, the Secretary of Labor, in order to avoid unneces-
24 sary expense and duplication of functions among Government

1 agencies, shall use the available services or facilities of other
2 agencies and instrumentalities of the Federal Government,
3 under conditions specified in subsection (d). Each depart-
4 ment, agency, or establishment of the United States is au-
5 thorized and directed to cooperate with the Secretary of
6 Labor and, to the extent permitted by law, to provide such
7 services and facilities as he may request for his assistance in
8 the performance of his functions under this Act.

9 (b) Funds authorized to be appropriated under this
10 Act may be transferred, with the approval of the Director
11 of the Bureau of the Budget, between departments and
12 agencies of the Government, if such funds are used for the
13 purposes for which they are specifically authorized and
14 appropriated.

15 (c) Subject to the standards and procedures prescribed
16 by section 505 of the Classification Act of 1949, as amended,
17 the head of any agency, for the performance of functions
18 under this Act, including functions delegated pursuant to
19 subsection (a), may place positions in grades 16, 17, and 18
20 of the General Schedule established by such Act, and such
21 positions shall be in addition to the number of such positions
22 authorized by section 505 of the Classification Act of 1949,
23 as amended, to be placed in such grades: *Provided*, That not

1 to exceed a total of ten such positions may be placed in such
2 grades under this subsection; to be apportioned among the
3 agencies by the Secretary, with the approval of the Director
4 of the Bureau of the Budget.

5 (d) The Secretary of Labor and the Secretary of
6 Health, Education, and Welfare may make such contracts
7 or agreements, establish such procedures, and make such pay-
8 ments, either in advance or by way of reimbursement, or
9 otherwise allocate or expend funds made available under this
10 Act, as they deem necessary to carry out the provisions of
11 this Act.

12 TERMINATION OF AUTHORITY

13 SEC. 502. (a) All authority conferred under titles II,
14 III, and IV of this Act shall terminate at the close of June
15 30, 1965.

16 (b) Notwithstanding the foregoing, the termination of
17 these titles shall not affect the disbursement of funds under,
18 or the carrying out of, any contract, commitment or other
19 obligation entered into pursuant to these titles prior to the
20 date of such termination: *Provided*, That no disbursement of
21 funds shall be made pursuant to the authority conferred under
22 titles II, III, and IV of this Act after December 30, 1965.
23 *That this Act may be cited as the "Manpower Development*
24 *and Training Act of 1961".*

1 TITLE I—MANPOWER REQUIREMENTS, DE-
2 VELOPMENT, AND UTILIZATION

3 STATEMENT OF FINDINGS AND PURPOSE

4 SEC. 102. *The Congress finds that there is critical need*
5 *for more and better trained personnel in many vital occupa-*
6 *tional categories, including professional, scientific, technical,*
7 *and apprenticeable categories; that even in periods of high*
8 *unemployment, many employment opportunities remain un-*
9 *filled because of the shortages of qualified personnel; and*
10 *that it is in the national interest that current and prospective*
11 *manpower shortages be identified and that persons who can be*
12 *qualified for these positions through education and training*
13 *be sought out and trained, in order that the Nation may meet*
14 *the staffing requirements of the struggle for freedom. The*
15 *Congress further finds that the skills of many persons have*
16 *been rendered obsolete by dislocations in the economy arising*
17 *from automation or other technological developments, for-*
18 *ign competition, relocation of industry, shifts in market de-*
19 *mands, and other changes in the structure of the economy;*
20 *that Government leadership is necessary to insure that the*
21 *benefits of automation do not become burdens of widespread*
22 *unemployment; that the problem of assuring sufficient em-*
23 *ployment opportunities will be compounded by the extraor-*
24 *dinarily rapid growth of the labor force in the next decade,*
25 *particularly by the entrance of young people into the labor*

1 force, that improved planning and expanded efforts will be
2 required to assure that men, women, and young people will
3 be trained and available to meet shifting employment needs;
4 that many persons now unemployed or underemployed, in
5 order to become qualified for reemployment or full employ-
6 ment must be provided with skills which are or will be in de-
7 mand in the labor market; that the skills of many persons now
8 employed are inadequate to enable them to make their maxi-
9 mum contribution to the Nation's economy; and that it is in
10 the national interest that the opportunity to acquire new skills
11 be afforded to these people in order to alleviate the hardships
12 of unemployment, reduce the costs of unemployment com-
13 pensation and public assistance, and to increase the Nation's
14 productivity and its capacity to meet the requirements of the
15 space age. It is therefore the purpose of this Act to require
16 the Federal Government to appraise the manpower require-
17 ments and resources of the Nation, develop and apply the
18 information and methods needed to deal with the problems
19 of unemployment resulting from automation and technologi-
20 cal changes and other types of persistent unemployment.

21 EVALUATION, INFORMATION, AND RESEARCH

22 SEC. 103. To assist the Nation in accomplishing the ob-
23 jectives of technological progress while avoiding or mini-
24 mizing individual hardship and widespread unemployment,
25 the Secretary of Labor shall—

1 (1) evaluate the impact of, and benefits and
2 problems created by automation, technological progress,
3 and other changes in the structure of production and de-
4 mand on the use of the Nation's human resources;
5 establish techniques and methods for detecting in advance
6 the potential impact of such developments; develop solu-
7 tions to these problems, and publish findings pertaining
8 thereto;

9 (2) establish a program of factual studies of prac-
10 tices of employers and unions which tend to affect mo-
11 bility of workers, including but not limited to early re-
12 tirement and vesting provisions and practices under pri-
13 vate compensation plans; the extension of health, welfare,
14 and insurance benefits to laid-off workers; the operation
15 of severance plans; and the use of extended leave plans
16 for education and training purposes;

17 (3) appraise the adequacy of the Nation's man-
18 power development efforts to meet foreseeable manpower
19 needs and recommend needed adjustments, including
20 methods for promoting the most effective occupational
21 utilization of and providing useful work experience and
22 training opportunities for untrained and inexperienced
23 youth;

24 (4) promote, encourage, or directly engage in pro-
25 grams of information and communication concerning

1 *manpower requirements, development, and utilization,*
2 *including prevention and amelioration of undesirable*
3 *manpower effects from automation and other technologi-*
4 *cal developments and improvement of the mobility of*
5 *workers; and*

6 *(5) arrange for the conduct of such research and*
7 *investigations as give promise of furthering the objectives*
8 *of this Act.*

9 *SKILL AND TRAINING REQUIREMENTS*

10 *SEC. 105. The Secretary of Labor shall develop, com-*
11 *pile, and make available information regarding skill require-*
12 *ments, occupational outlook, job opportunities, labor supply in*
13 *various skills, training activities, and employment trends on a*
14 *National, State, or area or other appropriate basis which*
15 *shall be used in determining the educational, training, counsel-*
16 *ing, and placement activities performed under this Act.*

17 *MANPOWER REPORT*

18 *SEC. 106. The Secretary of Labor shall make such re-*
19 *ports and recommendations to the President as he deems*
20 *appropriate pertaining to manpower requirements, resources,*
21 *use, and training; and the President shall transmit to the*
22 *Congress within sixty days after the beginning of each*
23 *regular session (commencing with the year 1962) a report*
24 *pertaining to manpower requirements, resources, utilization,*
25 *and training.*

1 *TITLE II—TRAINING AND SKILL DEVELOP-*
2 *MENT PROGRAMS*

3 *PART A—DUTIES OF THE SECRETARY OF LABOR*

4 *GENERAL RESPONSIBILITY*

5 *SEC. 201. In carrying out the purposes of this*
6 *Act, the Secretary of Labor shall determine the skill*
7 *requirements of the economy, develop policies for the adequate*
8 *occupational development and maximum utilization of the*
9 *skills of the Nation's workers, promote and encourage the*
10 *development of broad and diversified training and retraining*
11 *programs, including on-the-job training designed to qualify*
12 *for employment the many persons who cannot reasonably be*
13 *expected to secure full-time employment without such training,*
14 *and to equip the Nation's workers with the new and improved*
15 *skills that are or will be required.*

16 *SELECTION OF TRAINEES*

17 *SEC. 202. (a) The Secretary of Labor shall provide a*
18 *program for testing, counseling, and selecting for occupa-*
19 *tional training those unemployed or underemployed persons*
20 *who cannot reasonably be expected to secure appropriate full-*
21 *time employment without training. Whenever appropriate*
22 *the Secretary shall provide a special program for the testing,*
23 *counseling and selection of youths, sixteen years or older,*
24 *for occupational training and further schooling. Workers*
25 *in farm families with less than \$1,200 annual net family*

1 *income shall be considered unemployed for the purpose of*
2 *this Act.*

3 *(b) Although priority in referral for training shall*
4 *be extended to unemployed persons, the Secretary of*
5 *Labor shall also refer other persons qualified for training or*
6 *retraining programs which will enable them to acquire*
7 *needed skills. Priority in referral for training shall also*
8 *be extended to persons to be trained for skills needed within*
9 *the State of their residence.*

10 *(c) The Secretary of Labor shall determine the occupa-*
11 *tional training or retraining needs of referred persons, pro-*
12 *vide for their orderly selection and referral for training under*
13 *this Act, and provide placement services to persons who have*
14 *completed their training, as well as follow-up studies to*
15 *determine whether the programs provided meet the occupa-*
16 *tional training needs of the persons referred.*

17 **WEEKLY TRAINING ALLOWANCES**

18 *SEC. 203. (a) The Secretary of Labor may, on behalf*
19 *of the United States, enter into agreements with States under*
20 *which the Secretary of Labor shall make payments to such*
21 *States either in advance or by way of reimbursement for the*
22 *purpose of enabling such States to make payment of weekly*
23 *Federal training allowances to individuals selected for train-*
24 *ing pursuant to the provisions of section 202 and undergoing*
25 *such training. Such payments shall be made for a period not*

1 exceeding fifty-two weeks, and the amount of any such pay-
2 ment in any week for individuals undergoing training, in-
3 cluding uncompensated employer-provided training, shall not
4 exceed the amount of the average weekly unemployment com-
5 pensation payment (including allowances for dependents)
6 for a week of total unemployment in the State making such
7 payments during the most recent quarter for which such data
8 are available.

9 For individuals undergoing on-the-job training the
10 amount of any payment by the Secretary of Labor under this
11 section shall be reduced by a proportion equal to the ratio
12 that the number of compensated hours per week bears to forty
13 hours.

14 (b) Such weekly training allowances may be supple-
15 mented by such sums as may be determined by the Secretary
16 of Labor to be necessary to defray transportation and sub-
17 sistence expenses for separate maintenance of individuals en-
18 gaged in training under this title including compensated full-
19 time on-the-job training, when such training is provided in
20 facilities which are not within commuting distance of their
21 regular place of residence: Provided, That the Secretary in
22 defraying such subsistence expenses shall not afford any indi-
23 vidual an allowance exceeding the rate of \$35 per week; nor
24 shall the Secretary authorize any transportation expenditure
25 exceeding the rate of 10 cents per mile: And provided further,

1 *That where due to the unusual circumstances the maximum*
2 *per diem allowance would be more than the amount required*
3 *to meet the actual and necessary expenses the Secretary may*
4 *prescribe conditions under which reimbursement for such ex-*
5 *penses may be authorized on an actual expense basis.*

6 *(c) Except where the Secretary of Labor finds such*
7 *training allowances are necessary to provide occupational*
8 *training for youths over sixteen but under twenty-two years*
9 *of age, such training allowances shall be limited to unem-*
10 *ployed persons who have had not less than three years of ex-*
11 *perience in gainful employment and who are heads of families*
12 *or heads of households as defined in the Internal Revenue*
13 *Code.*

14 *(d) After June 30, 1963, any amount paid to a State*
15 *for training allowances under this section shall be paid*
16 *on condition that such State shall bear 50 per centum of*
17 *the amount of such allowances.*

18 *(e) No training allowance shall be made to any person*
19 *otherwise eligible who, with respect to the week for which*
20 *such payment would be made, has received or is seeking un-*
21 *employment compensation under title XV of the Social Se-*
22 *curity Act or any other Federal or State unemployment com-*
23 *pensation law, but if the appropriate State or Federal agency*
24 *finally determines that a person denied training allowances*
25 *for any week because of this subsection was not entitled to*

1 unemployment compensation under title XV of the Social
2 Security Act or such Federal or State law with respect to such
3 week, this subsection shall not apply with respect to such week.

4 (f) A person who refuses, without good cause, to accept
5 training under this Act shall not, for six months thereafter,
6 be entitled to training allowances.

7 (g) Any agreement under this section, may contain
8 such provisions (including, as far as may be appropriate,
9 provisions authorized or made applicable with respect to
10 agreements concluded by the Secretary of Labor pursuant to
11 title XV of the Social Security Act) as will promote effective
12 administration, protect the United States against loss and
13 insure the proper application of payments made to the State
14 under such agreement. Except as may be provided in such
15 agreements, or in regulations hereinafter authorized, deter-
16 minations by any duly designated officer or agency as to the
17 eligibility of individuals for weekly Federal training allow-
18 ances under this section shall be final and conclusive for any
19 purposes and not subject to review by any court or any other
20 officer.

21 ON-THE-JOB TRAINING

22 SEC. 204. (a) The Secretary of Labor shall develop,
23 and shall secure the adoption of programs for on-the-job
24 training needed to equip individuals selected for training with
25 the appropriate skills, including wherever appropriate special

1 programs for youths over sixteen years of age. The Secre-
2 tary shall, to the maximum extent possible, secure the adop-
3 tion of programs by private and public agencies, employers,
4 trade associations, labor organizations and other industrial
5 and community groups which he determines are qualified to
6 conduct effective on-the-job training programs.

7 (b) The Secretary of Labor shall cooperate with the
8 Secretary of Health, Education, and Welfare in coordinating
9 on-the-job training programs with vocational educational
10 programs conducted pursuant to the provisions of this title.

11 (c) In adopting or approving any training program
12 under this part, and as a condition to the expenditure of
13 funds for any such program, the Secretary shall make such
14 arrangements as he deems necessary to insure adherence to
15 appropriate training standards, including assurances—

16 (1) that wages paid to trainees are not less than those
17 customarily paid in the training establishment and in the
18 community to learners on the same job; and

19 (2) that adequate and safe facilities, personnel, and
20 records of attendance and progress are provided.

21 (d) Where on-the-job training programs under this part
22 require supplementary classroom instruction, appropriate
23 arrangements for such instruction shall be agreed to by
24 the Secretary of Health, Education, and Welfare and the
25 Secretary of Labor.

NATIONAL ADVISORY COMMITTEE

SEC. 205. The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

REPORTS ON OPERATION OF TRAINING PROGRAMS

SEC. 206. The Secretary shall develop, compile and make available information concerning—

(1) the number and types of training and retraining activities conducted under this Act;

(2) the number of unemployed persons who have secured full-time employment in fields related to such training or retraining; and

(3) the nature of such employment.

STATE AGREEMENTS

SEC. 207. (a) The Secretary of Labor is authorized to enter into an agreement with a State, or with the appropriate agency of the State, pursuant to which the Secre-

1 tary of Labor may, for the purpose of carrying out his func-
 2 tions and duties under this title, utilize the services of the
 3 appropriate State agency and, notwithstanding any other
 4 provision of law, may reimburse such State or appropriate
 5 agency for services rendered for such purposes.

6 (b) Any agreement under this section may contain
 7 such provisions as will promote effective administration, pro-
 8 tect the United States against loss and insure that the
 9 functions and duties to be carried out by the appropriate
 10 State agency are performed in a satisfactory manner.

11 RULES AND REGULATIONS

12 SEC. 208. The Secretary of Labor shall prescribe such
 13 rules and regulations as he may deem necessary and appro-
 14 priate to carry out the provisions of this part.

15 PART B—DUTIES OF THE SECRETARY OF HEALTH, 16 EDUCATION, AND WELFARE

17 GENERAL RESPONSIBILITY

18 SEC. 231. The Secretary of Health, Education, and
 19 Welfare shall, pursuant to the provisions of this title, enter
 20 into agreements with States under which the appropriate
 21 State vocational education agencies will undertake to provide
 22 training or retraining needed to equip individuals referred
 23 to the Secretary of Health, Education, and Welfare by the
 24 Secretary of Labor pursuant to section 202, for the occupa-
 25 tions specified in the referrals. Such State agencies shall pro-

1 *vide for such training or retraining through public education*
2 *agencies or institutions or, if facilities or services of such agen-*
3 *cies or institutions are not adequate for the purpose, through*
4 *arrangements with private educational or training institutions.*
5 *Any such agreement shall provide for payment to such State*
6 *agency of 100 per centum of the cost to the State of carry-*
7 *ing out the agreement with respect to unemployed indi-*
8 *viduals, and 50 per centum of the cost with respect to other*
9 *individuals referred under this Act, and shall contain*
10 *such other provisions as will promote effective administration*
11 *(including provision for reports on the attendance and per-*
12 *formance of trainees and provision for continuous supervision*
13 *of the training programs conducted under the agreement to*
14 *insure the quality and adequacy of the training provided),*
15 *protect the United States against loss, and assure that the*
16 *functions and duties to be carried out by such State agency*
17 *are performed in such fashion as will carry out the purposes*
18 *of this title: Provided, That after June 30, 1963, any*
19 *amount paid to a State to carry out an agreement authorized*
20 *by this part shall be paid on condition that such State shall*
21 *bear 50 per centum of such cost. In the case of any State*
22 *which does not enter into an agreement under this section,*
23 *and in the case of any training which the State agency*
24 *does not provide under such an agreement, the Secretary*
25 *of Health, Education, and Welfare may provide the needed*

1 training by agreement or contract with public or private
2 educational or training institutions.

3 RULES AND REGULATIONS

4 SEC. 232. The Secretary of Health, Education, and
5 Welfare may prescribe such rules and regulations as he may
6 deem necessary and appropriate to carry out the provisions of
7 this title.

8 TITLE III—MISCELLANEOUS

9 APPORTIONMENT OF BENEFITS

10 SEC. 301. For the purpose of effecting an equitable
11 apportionment of Federal expenditures among the States
12 in carrying out the programs authorized under title II of
13 this Act, the Secretary of Labor and the Secretary of Health,
14 Education, and Welfare shall make such apportionment in
15 accordance with uniform standards and in arriving at such
16 standards shall consider only the following factors: (1) the
17 proportion which the labor force of a State bears to the total
18 labor force of the United States, (2) the proportion which the
19 unemployed in a State during the preceding calendar year
20 bears to the total number of unemployed in the United States
21 in the preceding calendar year, (3) the amount of under-
22 employment in the State, (4) the proportion which the in-
23 insured unemployed within a State bears to the total number of
24 insured employed within such State. For this purpose, the

1 word "State" shall be defined to include the District of Colum-
2 bia, Puerto Rico, and the Virgin Islands.

3 MAINTENANCE OF STATE EFFORT

4 SEC. 302. No training or retraining program which is
5 financed in whole or in part by the Federal Government
6 under this Act shall be approved unless the Secretary of
7 Labor, if the program is authorized under part A of title
8 II, or the Secretary of Health, Education, and Welfare, if
9 the program is authorized under part B of title II, satisfies
10 himself that the State and/or the locality in which the
11 training is carried out is not reducing its own level of
12 expenditures for vocational education and training, includ-
13 ing program operation under provisions of the Smith-
14 Hughes Vocational Education Act and titles I, II, and III
15 of the Vocational Education Act of 1946, except for reduc-
16 tions unrelated to the provisions or purposes of this Act.

17 OTHER AGENCIES AND DEPARTMENTS

18 SEC. 303. In the performance of his functions under this
19 Act, the Secretary of Labor, in order to avoid unnecessary
20 expense and duplication of functions among Government
21 agencies, shall use the available services or facilities of other
22 agencies and instrumentalities of the Federal Government,
23 under conditions specified in section 306(a). Each depart-
24 ment, agency, or establishment of the United States is author-

1 *ized and directed to cooperate with the Secretary of Labor*
2 *and, to the extent permitted by law, to provide such services*
3 *and facilities as he may request for his assistance in the per-*
4 *formance of his functions under this Act.*

5 *APPROPRIATIONS*

6 *SEC. 304. (a) There are authorized to be appropriated*
7 *to the Secretary of Labor and the Secretary of Health, Edu-*
8 *cation, and Welfare, respectively, such sums as are neces-*
9 *sary and appropriate to carry out the provisions of this*
10 *Act. The total of such sums shall not exceed \$90,000,000*
11 *for the fiscal year 1962, \$165,000,000 for the fiscal year*
12 *1963, and \$200,000,000 for each of the two succeeding*
13 *fiscal years.*

14 *(b) Funds appropriated under the authorization of this*
15 *Act may be transferred, with the approval of the Director*
16 *of the Bureau of the Budget, between departments and agen-*
17 *cies of the Government, if such funds are used for the pur-*
18 *poses for which they are specifically authorized and appro-*
19 *priated.*

20 *(c) Any equipment and teaching aids purchased by a*
21 *State or local vocational education agency with funds ap-*
22 *propriated to carry out the provisions of part B shall become*
23 *the property of the State.*

24 *(d) No portion of the funds to be used under part B*
25 *of this Act shall be appropriated directly or indirectly to the*

1 purchase, erection, or repair of any building except for
2 minor remodeling of a public building necessary to make it
3 suitable for use in training under part B.

4 (e) Funds appropriated under this Act shall remain
5 available for one fiscal year beyond that in which appro-
6 priated.

7 ADDITIONAL POSITIONS

8 SEC. 305. Subject to the standards and procedures
9 prescribed by section 505 of the Classification Act of 1949,
10 as amended, the head of any agency, for the performance of
11 functions under this Act, including functions delegated pur-
12 suant to section 303, may place positions in grades 16, 17,
13 and 18 of the General Schedule established by such Act, and
14 such positions shall be in addition to the number of such
15 positions authorized by section 505 of the Classification Act
16 of 1949, as amended, to be placed in such grades: Pro-
17 vided, That not to exceed a total of ten such positions may be
18 placed in such grades under this subsection, to be apportioned
19 among the agencies by the Director of the Bureau of the
20 Budget.

21 AUTHORITY TO CONTRACT

22 SEC. 306. (a) The Secretary of Labor and the Secretary
23 of Health, Education, and Welfare may make such contracts
24 or agreements, establish such procedures, and make such
25 payments, either in advance or by way of reimbursement,

1 as may be necessary to carry out the provisions of this Act.

2 (b) The Secretary of Labor and the Secretary of Health,
3 Education, and Welfare shall not use any authority con-
4 ferred by this Act to assist establishments in relocating from
5 one area to another. The limitation set forth in this sub-
6 section shall not be construed to prohibit assistance to a busi-
7 ness entity in the establishment of a new branch, affiliate,
8 or subsidiary of such entity if the Secretary of Labor finds
9 that the assistance in the establishment of such branch, affiliate,
10 or subsidiary will not result in an increase in unemployment
11 in the area of original location or in any other area where
12 such entity conducts business operations, unless he has reason
13 to believe that such branch, affiliate, or subsidiary is being
14 established with the intention of closing down the operations
15 of the existing business entity in the area of its original
16 location or in any other area where it conducts such opera-
17 tions.

18 *TERMINATION OF AUTHORITY*

19 *SEC. 307. (a) All authority conferred under title II*
20 *of this Act shall terminate at the close of June 30, 1965.*

21 (b) Notwithstanding the foregoing, the termination of
22 title II shall not affect the disbursement of funds under,
23 or the carrying out of, any contract, commitment or other
24 obligation entered into prior to the date of such termination:
25 Provided, That no disbursement of funds shall be made pur-

- 1 *suant to the authority conferred under title II of this Act*
- 2 *after December 30, 1965.*

Amend the title so as to read: “A bill relating to manpower requirements, resources, development, and utilization, and for other purposes.”

87TH CONGRESS
1ST SESSION

S. 1991

[Report No. 651]

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

By Mr. CLARK, Mr. RANDOLPH, Mr. HUMPHREY,
Mr. McNAMARA, Mr. HART, and Mr. PELL

MAY 29, 1961

Read twice and referred to the Committee on Labor
and Public Welfare

JULY 31, 1961

Reported with amendments

87TH CONGRESS
1ST SESSION

H. R. 8399

IN THE HOUSE OF REPRESENTATIVES

JULY 31, 1961

Mr. HOLLAND introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Manpower Develop-
4 ment and Training Act of 1961".

5 TITLE I—OCCUPATIONAL TRAINING AND
6 MANPOWER UTILIZATION

7 STATEMENT OF FINDINGS AND PURPOSE

8 SEC. 102. The Congress hereby reaffirms the preeminent
9 importance of achieving maximum employment, production,
10 and purchasing power, in accord with the national commit-

1 ment set forth in section 2 of the Employment Act of 1946,
2 and declares that, to achieve these goals, it is essential there
3 be rapid technological progress. The Congress further de-
4 clares that it is the continuing responsibility of the Federal
5 Government to assist in the development of policies and pro-
6 grams which will result in the adequate development, prepa-
7 ration, and productive use of the manpower resources of
8 the Nation in pursuit of our national goals. The Congress
9 finds that the skills of many persons have been rendered
10 obsolete by dislocations in the economy arising from auto-
11 mation or other technological developments and changes in
12 the structure of the economy; that Government leadership
13 can be helpful in insuring that the benefits of automation
14 do not result in unnecessary unemployment; and that im-
15 proved planning and expanded efforts will be required to
16 assure that men and women will be trained and available
17 to meet shifting employment needs. The Congress further
18 finds that many persons now unemployed or underemployed,
19 in order to become qualified for full employment, must be
20 provided with the opportunity to acquire skills which are
21 or will be in demand in the labor market; that the skills
22 of many persons now employed are inadequate to enable
23 them to participate effectively in the mainstream of the
24 Nation's economy; and that it is in the national interest
25 that the opportunity to acquire new skills be afforded in

1 order to alleviate the hardships of unemployment, reduce
2 the costs of unemployment compensation and public assist-
3 ance and to increase the Nation's productivity and its
4 capacity to meet the requirements of the space age. It is,
5 therefore, the purpose of this Act to authorize the Federal
6 Government to appraise the manpower requirements and
7 resources of the Nation, develop and apply the information
8 and methods needed to deal with the problems of automation
9 and with technological and other types of persistent unem-
10 ployment, and assist in providing for the adequate training
11 and retraining of the Nation's labor force.

12 AUTOMATION AND OCCUPATIONAL TRAINING

13 SEC. 103. To assist the Nation in accomplishing the
14 objectives of technological progress while avoiding or mini-
15 mizing individual hardship and widespread unemployment,
16 the Secretary of Labor shall—

17 (1) evaluate the impact of, and benefits and prob-
18 lems created by automation, technological progress, and
19 other changes in the structure of production and demand
20 on the use of the Nation's human resources; establish
21 techniques and methods of detecting in advance the po-
22 tential impact of such developments; develop solutions
23 to these problems, and publish findings pertaining
24 thereto; and to such ends conduct or cause to be con-
25 ducted within the Department of Labor and other

1 agencies of Government, a comprehensive and contin-
2 uing program of research as may be necessary;

3 (2) promote, encourage, or directly engage in pro-
4 grams of information and communication concerning
5 automation, technological developments, and prevention
6 and amelioration of undesirable manpower effects from
7 such developments;

8 (3) appraise the adequacy of the Nation's man-
9 power development efforts to meet foreseeable man-
10 power needs and recommend needed adjustments; and

11 (4) arrange for the conduct of such research and
12 investigations as give promise of furthering the objec-
13 tives of this Act.

14 IMPROVING LABOR MOBILITY

15 SEC. 104. In order to encourage the mobility of labor,
16 to determine existing impediments to such mobility, and to
17 determine the feasibility and desirability of methods to im-
18 prove the mobility of labor, the Secretary of Labor is di-
19 rected to—

20 (1) establish a program of factual studies of prac-
21 tices of employers and unions which tend to impede the
22 mobility of workers or which facilitate mobility, in-
23 cluding but not limited to early retirement and vesting
24 provisions and practices under private compensation
25 plans; the extension of health, welfare, and insurance

1 benefits to laid-off workers; the operation of severance
2 pay plans; the operation of seniority systems; and the
3 use of extended leave plans for education and training
4 purposes. A report on these studies shall be included as
5 a part of the Secretary's report required under section
6 105.

7 (2) promote by discussions, publications, and other
8 appropriate means, the development and adoption of
9 equitable practices which improve the mobility of
10 workers.

11 MANPOWER REPORT

12 SEC. 105. The Secretary of Labor shall make such re-
13 ports and recommendations to the President as he deems ap-
14 propriate pertaining to manpower requirements, resources,
15 use, and training; and the President shall transmit to the
16 Congress within sixty days after the beginning of each regu-
17 lar session (commencing with the year 1962) a report per-
18 taining to manpower requirements, resources, utilization, and
19 training.

20 INFORMATION AND RESEARCH

21 SEC. 106. The Secretary of Labor shall develop, com-
22 pile, and make available, in such manner as he deems appro-
23 priate, information regarding skill requirements, occupational
24 outlook, job opportunities, labor supply in various skills, and
25 employment trends on a National, State, or area or other

1 appropriate basis which shall be used in the educational,
2 training, counseling, and placement activities performed
3 under this Act.

4 APPROPRIATIONS FOR ADMINISTRATION

5 SEC. 107. There is hereby authorized to be appropriated
6 to the Secretary of Labor a sum, not to exceed \$1,770,000
7 for the fiscal year ending June 30, 1962, and not to exceed
8 \$1,670,000 for the fiscal year ending June 30, 1963, to
9 administer the provisions of this title.

10 TITLE II—TRAINING AND SKILL DEVELOP-
11 MENT PROGRAMS

12. RESPONSIBILITY FOR PROGRAMS

SEC. 201. (a) In carrying out the purposes of section 102 of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, and develop and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure appropriate full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are and will be required.

24 (b) The Secretary of Labor shall carry out his responsi-
25 bilities under this title through the maximum utilization of

1 all possible resources for skill development available in in-
2 dustry, labor, public and private educational and training in-
3 stitutions, State, Federal, and local agencies, and other ap-
4 propriate public and private organizations and facilities.

5 SELECTION OF TRAINEES

6 SEC. 202. (a) The Secretary of Labor shall provide a
7 program for testing, counseling, and selecting for occupa-
8 tional training those persons who cannot reasonably be ex-
9 pected to secure appropriate full-time employment without
10 training.

11 (b) Although priority in placement for training shall be
12 extended to unemployed persons, the Secretary of Labor
13 shall, to the maximum extent possible, also refer other quali-
14 fied persons for training programs which will enable them to
15 acquire needed skills.

16 (c) The Secretary of Labor shall determine the occupa-
17 tional training needs of such persons, provide for their
18 orderly selection and referral for training under titles III
19 and IV, and provide placement services to persons who have
20 completed their training, as well as counseling services to
21 such persons for an appropriate period after they have been
22 placed.

23 TRAINING ALLOWANCES

24 SEC. 203. (a) The Secretary of Labor may, on behalf of
25 the United States, enter into agreements with States (which,

1 for the purposes of this Act shall include the District of
2 Columbia, Puerto Rico, and the Virgin Islands) under which
3 the Secretary of Labor shall make payments to such States
4 either in advance or by way of reimbursement for the pur-
5 pose of enabling such States, as agents for the United States,
6 to make payment of weekly training allowances to unem-
7 ployed individuals selected for training pursuant to the pro-
8 visions of section 202 of this title and undergoing such train-
9 ing in a program operated pursuant to the provisions of this
10 Act. Such payments shall be made for a period not exceed-
11 ing fifty-two weeks, and the amount of any such payment in
12 any week for individuals undergoing training, including un-
13 compensated employer-provided training, shall not exceed
14 the amount of the average weekly unemployment compensa-
15 tion payment (including allowances for dependents) for a
16 week of total unemployment in the State making such pay-
17 ments during the most recent quarter for which such data
18 are available.

19 With respect to any week for which an individual re-
20 ceives unemployment compensation under title XV of the
21 Social Security Act or any other Federal or State unemploy-
22 ment compensation law which is less than the average weekly
23 unemployment compensation payment (including allowances
24 for dependents) for a week of total unemployment in the
25 State making such payment during the most recent quarter for

1 which such data are available, a supplemental training
2 allowance may be paid. This supplemental training allow-
3 ance shall not exceed the difference between his unemploy-
4 ment compensation and the average weekly unemployment
5 compensation payment referred to above.

6 For individuals undergoing on-the-job training, the
7 amount of any payment which would otherwise be made by
8 the Secretary of Labor under this section shall be reduced by
9 an amount which bears the same ratio to that payment as
10 the number of compensated hours per week bears to forty
11 hours: *Provided*, That in no event shall the payment to such
12 an individual, when added to the amount received from the
13 employer, bring the total to more than the average weekly
14 unemployment compensation payment referred to above.

15 (b) Such training allowances may be supplemented by
16 such sums as may be determined by the Secretary of Labor
17 to be necessary to defray transportation expenses of indi-
18 viduals engaged in training under this title and, when such
19 training is provided in facilities which are not within com-
20 muting distance of their regular place of residence to defray
21 transportation and subsistence expenses for separate main-
22 tenance of such individuals.

23 (c) In order to qualify as an approved training pro-
24 gram, on-the-job training must be compensated by the em-

1 ployer at such rates, including periodic increases, as may
2 be deemed reasonable under regulations hereinafter author-
3 ized, considering such factors as industry, geographical re-
4 gion, and trainee proficiency.

5 (d) No weekly training allowance shall be paid to any
6 person otherwise eligible who, with respect to the week for
7 which such payment would be made, has received or is eligible
8 for unemployment compensation under title XV of the Social
9 Security Act or any other Federal or State unemployment
10 compensation law, but if the appropriate State or Federal
11 agency finally determines that a person denied training al-
12 lowances for any week because of this subsection was not
13 entitled to unemployment compensation under title XV of
14 the Social Security Act or such Federal or State law with
15 respect to such week, this subsection shall not apply with
16 respect to such week.

17 (e) Any agreement under this section may contain such
18 provisions (including, so far as may be appropriate, pro-
19 visions authorized or made applicable with respect to agree-
20 ments concluded by the Secretary of Labor pursuant to
21 title XV of the Social Security Act) as will promote effec-
22 tive administration, protect the United States against loss,
23 and insure the proper application of payments made to the
24 State under such agreement. Except as may be provided.

1 in such agreements, or in regulations hereinafter author-
2 ized, determinations by any duly designated officer or agency
3 as to the eligibility of individuals for weekly training allow-
4 ances under this section shall be final and conclusive for any
5 purposes and not subject to review by any court or any other
6 officer.

7 (f) A person who refuses, without good cause, to accept
8 training under this Act shall not, for one year thereafter, be
9 entitled to training allowances.

10 AGREEMENTS WITH STATES

11 SEC. 204. (a) The Secretary of Labor is authorized to
12 enter into agreements with States, or with the appropriate
13 State agency, pursuant to which the Secretary of Labor may,
14 for the purpose of carrying out his functions and duties under
15 this title, utilize the services of the appropriate State agency
16 and, notwithstanding any other provision of law, may reim-
17 burse the State or appropriate agency and its employees
18 for services rendered for such purposes.

19 (b) Any agreement under this section may contain such
20 provisions as will promote effective administration, protect
21 the United States against loss and insure that the functions
22 and duties to be carried out by the appropriate State agency
23 are performed in a manner satisfactory to the Secretary of
24 Labor.

1 RULES AND REGULATIONS

2 SEC. 205. The Secretary of Labor shall prescribe such
3 rules and regulations as he may deem necessary and appro-
4 priate to carry out the provisions of this title.

5 APPROPRIATIONS

6 SEC. 206. There is hereby authorized to be appropriated
7 to the Secretary of Labor a sum, not to exceed \$65,800,000
8 for the fiscal year ending June 30, 1962, and not to exceed
9 \$110,667,000 for the fiscal year ending June 30, 1963, to
10 carry out the provisions of this title.

11 TITLE III—ON-THE-JOB TRAINING

12 DEVELOPMENT OF ON-THE-JOB TRAINING COURSES

13 SEC. 301. (a) The Secretary of Labor shall encourage,
14 develop, and secure the adoption of programs for on-the-job
15 training needed to equip individuals selected for training
16 with the appropriate skills. The Secretary shall, to the maxi-
17 mum extent possible, secure the adoption by private and
18 public agencies, employers, trade associations, labor or-
19 ganizations and other industrial, educational, and community
20 groups which he determines are qualified to conduct effec-
21 tive training programs under this title of such programs as
22 he approves, and for this purpose he is authorized to enter
23 into appropriate agreements with them.

24 (b) The Secretary of Labor shall cooperate with the
25 Secretary of Health, Education, and Welfare in coordinat-

1 ing on-the-job training programs with vocational educational
2 programs conducted pursuant to the provisions of title IV.

3 TRAINING PROGRAM STANDARDS

4 SEC. 302. In adopting or approving any training pro-
5 gram under this title, and as a condition to the expenditure
6 of funds for any such program, the Secretary shall make
7 such arrangements as he deems necessary to insure adher-
8 ence to appropriate training standards and policies, including
9 assurances—

10 (1) that the training content of the program is
11 adequate, involves reasonable progression, and will result
12 in the qualification of trainees for suitable employment;

13 (2) that the training period is reasonable and con-
14 sistent with periods customarily required for comparable
15 training; and

16 (3) that adequate and safe facilities, personnel, and
17 records of attendance and progress are provided.

18 SUPERVISION OF ON-THE-JOB AND RELATED TRAINING

19 PROGRAMS

20 SEC. 303. The Secretary of Labor shall make appro-
21 priate provision for continuous supervision of the on-the-job
22 training programs conducted under this title to insure the
23 quality of the training provided and the adequacy of the
24 various programs.

1 STATE AGREEMENTS

2 SEC. 304. (a) The Secretary of Labor is authorized to
3 enter into an agreement with a State, or with the appropri-
4 ate agency of the State, pursuant to which the Secretary of
5 Labor may, for the purpose of carrying out his functions and
6 duties under this title, utilize the services of the appropriate
7 State agency and, notwithstanding any other provision of
8 law, may reimburse such State or appropriate agency for
9 services rendered for such purposes.

10 (b) Any agreement under this section may contain such
11 provisions as will promote effective administration, protect
12 the United States against loss, and insure that the functions
13 and duties to be carried out by the appropriate State agency
14 are performed in a manner satisfactory to the Secretary of
15 Labor.

16 RULES AND REGULATIONS

17 SEC. 305. The Secretary of Labor shall prescribe such
18 rules and regulations as he may deem necessary and appro-
19 priate to carry out the provisions of this title.

20 APPROPRIATIONS

21 SEC. 306. There is hereby authorized to be appropriated
22 to the Secretary of Labor a sum, not to exceed \$2,800,000
23 for the fiscal year ending June 30, 1962, and not to exceed
24 \$4,800,000 for the fiscal year ending June 30, 1963, to
25 carry out the provisions of this title.

1 TITLE IV—VOCATIONAL TRAINING 1

2 PROVISION OF VOCATIONAL TRAINING 2

3 SEC. 401. The Secretary of Health, Education, and
4 Welfare shall, pursuant to the provisions of title II of this
5 Act, enter into agreements with States under which the
6 appropriate State vocational education agencies will under-
7 take to provide the vocational training needed to equip indi-
8 viduals, referred to the Secretary of Health, Education, and
9 Welfare by the Secretary of Labor pursuant to sec-
10 tion 202, for the occupation specified in the referrals. Such
11 State agencies shall provide for such training through pub-
12 lic education agencies or institutions or, if facilities or services
13 of such agencies or institutions are not adequate for the pur-
14 pose, through arrangements with private educational or train-
15 ing institutions. Any such agreement may provide for pay-
16 ment to such State agency of up to 100 per centum of the
17 cost to the State of carrying out the agreement with respect
18 to unemployed individuals, and up to 50 per centum of the
19 cost with respect to other individuals, and shall contain such
20 other provisions as will promote effective administration (in-
21 cluding provisions for reports on the attendance and per-
22 formance of trainees and provision for continuous supervision
23 of the training programs conducted under the agreement to
24 insure the quality and adequacy of the training provided),
25 protect the United States against loss, and assure that the

1 functions and duties to be carried out by such State agency
2 are performed in such fashion as will carry out the purposes
3 of this title. In the case of any State which does not enter
4 into an agreement under this section, and in the case of
5 any training which the State agency does not provide un-
6 der such an agreement, the Secretary of Health, Educa-
7 tion, and Welfare shall provide the needed training by agree-
8 ment or contract with public or private educational or train-
9 ing institutions.

10 COOPERATION WITH SECRETARY OF LABOR

11 SEC. 402. The Secretary of Health, Education, and
12 Welfare shall cooperate with the Secretary of Labor in
13 coordinating vocational education programs with on-the-job
14 training conducted pursuant to the provisions of title III.

15 RULES AND REGULATIONS

16 SEC. 403. The Secretary of Health, Education, and
17 Welfare may prescribe such rules and regulations as he may
18 deem necessary and appropriate to carry out the provisions
19 of this title.

20 APPROPRIATIONS

21 SEC. 404. There is hereby authorized to be appropriated
22 to the Secretary of Health, Education, and Welfare a sum,
23 not to exceed \$28,500,000 for the fiscal year ending June
24 30, 1962, and not to exceed \$42,000,000 for the fiscal year

ending June 30, 1963, to carry out the provisions of this title.

TITLE V—MISCELLANEOUS

APPORTIONMENT OF BENEFITS

SEC. 501. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under titles II, III, and IV of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in accordance with uniform standards and in arriving at such standards, shall consider the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State.

OTHER AGENCIES AND DEPARTMENTS

SEC. 502. (a) In the performance of his functions under this Act, the Secretary of Labor, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of

1 other agencies and instrumentalities of the Federal Govern-
2 ment, under conditions specified in subsection (d). Each
3 department, agency, or establishment of the United States
4 is authorized and directed to cooperate with the Secretary
5 of Labor and, to the extent permitted by law, to provide such
6 services and facilities as he may request for his assistance in
7 the performance of his functions under this Act.

8 (b) Funds authorized to be appropriated under this
9 Act may be transferred, with the approval of the Director
10 of the Bureau of the Budget, between departments and agen-
11 cies of the Government, if such funds are used for the pur-
12 poses for which they are specifically authorized and ap-
13 propriated.

14 (c) Subject to the standards and procedures prescribed
15 by section 505 of the Classification Act of 1949, as amended,
16 the head of any agency, for the performance of functions
17 under this Act, including functions delegated pursuant to sub-
18 section (a), may place positions in grades 16, 17, and 18
19 of the General Schedule established by such Act, and such
20 positions shall be in addition to the number of such posi-
21 tions authorized by section 505 of the Classification Act of
22 1949, as amended, to be placed in such grades: *Provided*,
23 That not to exceed a total of ten such positions may be
24 placed in such grades under this subsection, to be appor-

tioned among the agencies by the Secretary, with the approval of the Director of the Bureau of the Budget.

(d) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

MAINTENANCE OF STATE EFFORT

SEC. 503. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under title III, or the Secretary of Health, Education, and Welfare, if the program is authorized under title IV, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

SECRETARIES' REPORTS

SEC. 504. (a) Prior to March 1, 1963, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under titles I, II, and III, the need for continuing such programs, and recommendations for improvement.

(b) Prior to March 1, 1963, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under title IV, the need for continuing such programs, and recommendations for improvement. The report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

TERMINATION OF AUTHORITY

SEC. 505. (a) All authority conferred under titles II, III, and IV of this Act shall terminate at the close of June 30, 1963.

(b) Notwithstanding the foregoing, the termination of these titles shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment, or other obligation entered into pursuant to these titles prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under titles II, III, and IV of this Act after December 30, 1963.

APPROPRIATIONS

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SEC. 506. There is hereby authorized to be appropriated to the Secretaries of Labor, and Health, Education, and Welfare such sums as may be necessary to administer the provisions of this title, but not to exceed the sum of \$1,600,000 for the fiscal year ending June 30, 1962, and not to exceed the sum of \$2,750,000 for the fiscal year ending June 30, 1963.

87TH CONGRESS
1ST SESSION

H. R. 8399

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

By Mr. HOLLAND

JUNE 31, 1961

Referred to the Committee on Education and Labor

4. COMMON MARKET. Rep. Reuss discussed the Common Market and said, "U. S. policy can bring a new unity to the West -- the unity of a free world Common Market." pp. 13760-2
5. YOUTH CONSERVATION CORPS. As reported (see Digest 131), H. R. 8354, the proposed Youth Employment Opportunities Act of 1961, includes provisions as follows: Provides that the Secretary of Labor shall provide for the organization of a Youth Conservation Corps. Directs the Secretary to enter into agreements with Federal and State agencies under which trainees in the Corps will be utilized in carrying out programs planned and designed by such agencies to conserve, develop, or manage the natural resources of the Nation, or in developing, managing, or protecting recreational areas. Requires that States defray up to one-half of the cost incurred for trainees utilized by the State. Provides that Federal agencies which have direction and supervision of the work of trainees shall furnish quarters, subsistence, materials, services, facilities, and other items for the trainees, including the operation of Corps camps, and that the Secretary of Labor will make payments to the supervising agencies for items furnished. Requires the Secretary of Labor and the Secretary of Health, Education and Welfare to cooperate in making provisions for medical, hospital and educational services for trainees. Authorizes the Secretary of Labor, if he determines such action necessary, to furnish necessary supplies, equipment, etc., and to operate camps directly. Provides that each trainee in the Corps will receive basic compensation at the rate of \$70 a month, with up to an additional \$20 a month for leadership responsibilities or special skills (in addition to his quarters, clothing, medical services, etc.).

SENATE

16. INDEPENDENT OFFICES APPROPRIATION BILL, 1962. Both Houses agreed to the conference report on this bill, H. R. 7445, and acted on amendments in disagreement. This bill will now be sent to the President (pp. 13722-3, 13821-7). See Digest 133 for items of interest.
17. FORESTRY. Sen. Bartlett discussed the timber resources of Alaska, expressed regret that more funds were not provided in fiscal year 1962 for research by the Forest Service, and commended the forest research station to be constructed at the University of Alaska. pp. 13780-2
18. YOUTH CONSERVATION CORPS. Sen. Moss discussed the desirability of establishing a Youth Conservation Corps to assist in developing and maintaining our natural resources and inserted several items on the matter. pp. 13784-5
19. FOREIGN AID. Sen. Fulbright discussed "the question of borrowing authority versus annual appropriations for development loans" in financing the foreign aid program and inserted a statement he had prepared, "Short History of Proposals for Borrowing Authority for Development Lending." pp. 13802-4
- Sen. Fulbright inserted a summary of comments from representatives of the executive branch commenting on the statement of Sen. Byrd, Va., in submitting his proposed amendment to the foreign aid authorization bill to require annual appropriations for loans from the Development Loan Fund. pp. 13880-1
- Sen. Humphrey urged support for the foreign aid program, stating that "it is the kind of solid political, economic policy that not only makes friends abroad but represents jobs, industrial expansion, technological improvement at home." p. 13884
- Received from the State Department a proposed bill "to provide for the appointment of a representative of the United States to the Organization for

Economic Cooperation and Development, and to make other provisions with respect to the participation of the United States in that organization"; to Foreign Relations Committee. p. 13774

20. PROPERTY; SUPPLIES. Received from GAO an audit report on the general supply fund of GSA. p. 13774
21. POSTAL RATES. Received from the Post Office Department a proposed bill "to adjust postal rates"; to Post Office and Civil Service Committee. p. 13775
22. TRANSPORTATION. Sen. McCarthy criticized the practice of railroad mergers, referred to a study contending that "railroad service deteriorates rather than improves as a result of railroad mergers," and inserted several items protesting such mergers, including one from the manager of the Ormsby (Minn.) Farmers Grain Co. pp. 13795-7
23. CIVIL DEFENSE. Sen. Young, O., inserted a newspaper article, "Fallout Shelter Can't Guarantee Survival." pp. 13783-4
24. MANPOWER RESOURCES. As reported (see Digest 129), S. 1991, the proposed Manpower Development and Training Act of 1961, includes provisions as follows: Provides that the Secretary of Labor shall evaluate the impact of automation on the Nation's human resources and develop techniques which will predict the potential impact in advance; study practices of employers and unions which affect worker mobility; appraise manpower development efforts to meet foreseeable manpower needs and work experience; promote information concerning manpower; and arrange for general research and investigation to further the purpose of the program. Requires the Secretary of Labor to develop information regarding skill requirements and training activities on a National, State or area or other basis for use in performing training, counseling and placement activities under the program. Requires the Secretary of Labor to develop policies for the development and utilization of the skills of the Nation's workers and to promote the development of training programs designed to qualify for employment persons who cannot reasonably be expected to secure full-time employment without such training. Provides for a program of testing, counseling, selection, training and placement of unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. Authorizes Federal payments to States to pay weekly Federal training allowances to persons undergoing training for periods not to exceed 52 weeks. Requires the Secretary of Labor to develop programs for on-the-job training and to cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training with vocational training programs. Provides that the Secretary of Labor shall appoint a National Advisory Committee of 10 members representing labor, management, agriculture, education, training, and the public in general to advise him regarding this program. Authorizes agreements with States to provide training or retraining of persons under this program by State vocational education agencies.

ITEMS IN APPENDIX

25. SURPLUS PROPERTY. Extension of remarks of Rep. McCormack inserting a tabulation prepared by HEW showing personal property made available to public health and educational institutions and civil defense organizations through June 30, 1961. pp. A6085-6
26. EXPENDITURES. Extension of remarks of Rep. Derounian inserting an article, "The Fine Art of Spending," and stating that it "shows the path of bankruptcy the Congress has taken." pp. A6088-9

House 8/10/64

4. SUGAR. Rep. Langen stated there is a need for sugar legislation in this session of Congress, saying, "The Secretary of Agriculture says it is reasonable to expect that the recommendations made in 1962 will favor an expansion of beet sugar acreage. If it is reasonable in 1962, it should be reasonable right now." pp. 14324-5
5. SURPLUS FOODS. The Agriculture Committee reported without amendment S. 1873, to permit CCC commodities donated for use in home economics courses to also be used for training college students if the same facilities and instructors are used for training both high school and college students in home economics courses (H. Rept. 881). p. 14331
16. ASSISTANT SECRETARIES. The Interstate and Foreign Commerce Committee reported without amendment H. R. 6360, to authorize an additional Assistant Secretary of Commerce (H. Rept. 885). p. 14331
17. PUBLIC LANDS. The Agriculture Committee reported without amendment H. R. 3879, to authorize the Secretary of Agriculture to convey to Wyoming for agricultural purposes the SCS Farson Pilot Farm land in Sweetwater County, Wyo. (H. Rept. 883); H. R. 4821, to authorize the Secretary of Agriculture to convey a parcel of forest land to the town of Tellico Plains, Tenn. (H. Rept. 884); H. R. 6193, to authorize the Secretary of Agriculture to convey a tract of forest land in Wyoming to Fremont County. (H. Rept. 887); H. R. 3920, to authorize an exchange of land at the Agricultural Research Center (H. Rept. 897; and (with amendment) H. R. 4939, to provide for the conveyance by the Farmers Home Administration of all right, title, and interest of the U. S. in a certain tract of land in Jasper County, Ga., to the Jasper County Board of Education (H. Rept. 886). p. 14331
18. MANPOWER. The Education and Labor Committee reported without amendment H. R. 8399, relating to the occupational training, development, and use of the manpower resources of the Nation (H. Rept. 879). p. 14331
19. FOREIGN AID. The Rules Committee reported a resolution for the consideration of H. R. 8400, the foreign aid authorization bill. p. 14331
20. LANDS; EASEMENTS. The Subcommittee on Public Buildings and Grounds of the Public Works Committee voted to report to the full committee H. R. 8355, to authorize executive agencies to grant easements in, over, or upon real property of the U. S. under the control of such agencies. p. D693
21. REIMBURSEMENTS. The Subcommittee on Public Buildings and Grounds of the Public Works Committee voted to report to the full committee H. R. 8356, to authorize reimbursement to owners and tenants of certain lands or interest therein acquired by the U. S. for certain moving expenses and losses and damages. p. D693
22. PERSONNEL. The Subcommittee of the Post Office and Civil Service Committee voted to report to the full committee with amendments H. R. 6374, to clarify the application of the Government Employees Training Act with respect to payment of expenses of attendance of Government employees at certain meetings. p. D692
23. POWER TRANSMISSION. Rep. Aspinall urged the enactment of legislation for Federal transmission of power on the Colorado River storage project. pp. 14291-2

24. LEGISLATIVE PROGRAM. Rep. McCormack announced that H. R. 8400, the foreign aid bill, will be taken up Mon., and debate will continue throughout the week until this bill is disposed of. p. 14276

25. ADJOURNED until Mon., Aug. 14. pp. 14330-1

ITEMS IN APPENDIX

26. FOOD. Extension of remarks of Sen. Humphrey inserting an article, "Agriculture Studies Reds' Food Shortage." pp. A6239-40

27. FOREIGN AID. Extension of remarks of Rep. Harvey inserting an article discussing a report on the "almost total failure of the foreign aid program in Peru." pp. A6243-4

Extension of remarks of Rep. Pelly inserting Rep. Ford's letter to the editor of the N. Y. Times discussing certain alleged statements made by Theodore Tennenwald, Special Asst. to the Secretary of State, regarding the proposed foreign aid program. pp. A6278-9

28. FARM PROGRAM. Extension of remarks of Rep. Harvey inserting an article, "Cadillac For Every Farm." pp. A6259-60

29. NATURAL RESOURCES; URBAN AFFAIRS. Extension of remarks of Rep. Mathias stating that "it is increasingly apparent that we must coordinate our efforts in the field of city planning, agriculture, natural resources, recreation, wildlife preservation, and sheer living and breathing space," and inserting an article, "U. S. Croplands Found Shrinking -- Million Acres Lost Yearly To Growth of Suburbs." p. A6268

30. ELECTRIFICATION; COOPERATIVES. Extension of remarks of Rep. Dent inserting REA Administrator Norman Clapp's address before the Northwestern Rural Electric Cooperative Association. pp. A6269-71

31. FOREIGN TRADE. Extension of remarks of Rep. Dent discussing the effects of foreign-made consumer goods on American business and workers. pp. A6280-1

BILLS INTRODUCED

32. PERSONNEL. H. R. 8648, by Rep. Corbett, to permit certain Government employees to elect to receive compensation in accordance with section 401 of the Federal Employees Pay Act of 1945 in lieu of certain compensation at a saved rate; to Post Office and Civil Service Committee.

H. R. 8649, by Rep. Corbett, to amend the Federal Employees' Group Life Insurance Act of 1954 to provide for escheat of amounts of insurance to the insurance fund under such Act in the absence of any claim for payment; to Post Office and Civil Service Committee.

H. R. 8656, by Rep. Pillion, to reduce nondefense personnel by 10 percent; to Post Office and Civil Service Committee.

33. EXPENDITURES. H. R. 8634, by Rep. Glenn, to help maintain the financial solvency of the Federal Government by reducing nonessential expenditures through reduction in personnel in various agencies of the Federal Government by attrition; to Post Office and Civil Service Committee.

34. FARM PROGRAM. H. R. 8638, by Rep. Ikard, Tex., "to amend the Agricultural Act of 1949"; to Agriculture Committee.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

AUGUST 10, 1961.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. POWELL, from the Committee on Education and Labor, submitted the following

REPORT

[To accompany H.R. 8399]

The Committee on Education and Labor, to whom was referred the bill (H.R. 8399) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE BILL

H.R. 8399 is designed to provide broad and integrated programs to help workers to adjust to the problems which arise out of automation, rapid technological advances, and other changes in the structure of the economy. It is also designed to provide for the effective development and use of the Nation's manpower to meet the skill requirements of our highly advanced and constantly changing industrial society. Through the development of new on-the-job and vocational education training programs, this bill will provide the unemployed and the underemployed, including those employed persons whose skills are inadequate and need upgrading, with the opportunity for training in skills which are or will be in demand in the labor market.

The bill thus seeks not only to deal with a major aspect of the Nation's problem of unemployment, but also to assist in achieving the goal of maximum employment and a more fully productive work force. It recognizes that a large share of the unemployment problem represents not the inability of the economy to create jobs but our failure to train people with the proper skills to qualify them for jobs.

The bill is based on H.R. 7373 which embodied the proposals of the President in this area.

There is agreement among all who have studied the problem that a substantial proportion of our unemployment exists because idle workers do not have the skills necessary to enable them to undertake existing jobs. Many hundreds of thousands of unemployed lack the skills which are needed in our present-day economy. Unless these people acquire new skills, their unemployment will persist even when recovery from the recent recession is completed.

The more rapidly our economy advances and becomes automated, the more rapidly do skills become obsolete, and the need for continuous retraining of the labor force more and more pressing. It is clear that present Federal, State, local, and private efforts fall far short of the total need, and that without an intensive nationwide program to provide opportunities for retraining, all too many men and women will never be able to obtain the skills which will enable them to be self-supporting and to make their maximum contribution to the Nation's productivity.

This bill establishes such a program. Briefly, it directs the Secretary of Labor to take the lead in determining the training needs of the Nation, both on a national basis and on a local basis, in consultation with local authorities. It provides funds for establishing training programs and authorizes the payment of subsistence allowances to unemployed persons during the time they are enrolled in training. The training programs will be provided largely through existing public vocational educational authorities, and also through on-the-job training, a combination of both, or by new methods that may be developed and found effective.

BACKGROUND

THE PROBLEM

This bill fully reflects the findings made after 2 months of public hearings and another month of gathering additional data by the Holland Subcommittee on Unemployment and the Impact of Automation.

It was almost unanimously accepted by those who testified before the subcommittee that the present high level of unemployment is the most pressing domestic problem facing the American economy in 1961. Although this legislation is being considered when the economy appears to be on the uptrend, unemployment is still high.

Department of Labor figures for July showed that for the seventh straight month the seasonally adjusted rate of unemployment had not dropped below 6.8 percent, and indeed had risen to 6.9 percent as it was in March and May. Total unemployment in July was 5,140,000. In addition, there are some 3.2 million persons who work only part time through no choice of their own.

The Department of Labor figures for July also show, significantly for this legislation, that the number of workers who have been unemployed 6 months or longer has risen from approximately 928,000 in June to 1,026,000.

The evidence also shows that the rate of unemployment for the poorly trained, poorly educated, unskilled workers is about three times

as great as for the well trained. It shows that jobs are available, but that for the most part they require more education or skills, or different skills, than many of the unemployed and underemployed now have. Almost three-fourths of the unemployment is among those workers who stopped short of completing high school.

It was shown that agricultural manpower needs are being reduced twice as fast as in the nonagricultural fields. This is due to the increased productivity through the use of mechanization on the farms. This bill authorizes retraining for the underemployed farmer.

In testimony before the Holland subcommittee it was shown that—

The United States is the first nation in the world where total output (production) continued to rise while employment of production workers continued to decrease.

Production rose 43 percent—employment of factory workers decreased 10 percent—and our population increased 19 percent during the years 1950–60.

During the last three recessions, each increased in severity * * * and * * * each prosperity period, following the recession, decreased in length.

The rate of unemployment grew with each recession * * * and * * * the rate of hard-core unemployment (structural) also grew during the prosperity peaks.

The 1962 estimated rate of unemployment, under present conditions, will be over 5 percent.

The need for training the hard-core structurally unemployed has become widely recognized and publicized. Every comprehensive study of the unemployed conducted in recent years has identified training or retraining as an essential remedy.

The 1961 report of the Joint Economic Committee of the Congress points out that—

While rapid technological progress increases the Nation's productive capabilities and standard of living, it does cause large-scale displacement of workers whose productive efforts and creative abilities are lost to the Nation if not trained for the jobs to be done in an advanced society. Congress and the administration ought to develop immediately the program for large-scale cooperative efforts for retraining workers * * *.

On this issue, the views of the minority were similar. The minority stated:

Continued economic growth of the wholesome kind creates two major problems. And the more rapid the growth the more aggravated these two problems become. The first problem is that of technological employment and unemployment. Technological advancement, by its very nature, while creating a need for new skills makes obsolete various ways by which men have been making their livelihood. Those ways of making a livelihood most affected are concentrated in the unskilled and semiskilled occupations * * *.

The problem lies in the process of training and retraining for the skills which are constantly being created. This is a happy problem to deal with, though by no means an easy

one or one that does not require considerable effort upon the part of the individuals within our society who must buckle down and start using more of their brains and less of their brawn.

The Committee for Economic Development, in its report on depressed areas released June 4, 1961, expressed strong support for a program of retraining of the unemployed.

The Area Redevelopment Act, enacted in April 1961, authorized a training program, with provisions similar to those in H.R. 8399, but on a very limited basis and only for areas eligible for assistance under that act.

A large number of leading newspapers and other periodicals throughout the country have recognized the need for a national training effort such as that embodied in this bill. A recent public opinion poll disclosed that of all the proposals specified by the President in his second state of the Union message, the proposal to train the unemployed was cited by 67 percent of those replying as one for which they were willing to make sacrifices. This was more than twice the degree of support given to any other item listed.

In the light of this general recognition of the widespread need for a comprehensive program of training and retraining, the committee has acted to support the President's program.

The manpower problems to which this program is addressed include the need of our complex society for employees with more sophisticated skills; the dilemma of the unemployed whose skills have been made obsolete by automation and other changes in the structure of the economy; and the fate of the unskilled, whether employed or not, in a market with diminishing demand for unskilled labor.

Automation and other technological advancement is an essential and desirable development for maintaining the strength of the United States. We must have a strong, progressive, and technologically powerful nation to meet the demands that press on us from outside our borders; to maintain our great military establishments and lead the forces of freedom in a world divided among men whose technical knowledge has far outstripped their ability to resolve disputed issues.

Our Nation cannot fully realize its technological potential unless our most valuable asset, our work force, is given the opportunity to acquire the new skills that are required by the changes in technology. It is essential to the well-being of our economy that we provide our workers with the training necessary to exploit fully technological advances.

It is just as essential to the welfare of the individual worker who finds it difficult to adjust to the changing needs of a rapidly advancing technology that he be trained. Automation and technological change can make obsolete the skills and impair the livelihood of individual displaced workers.

This bill is designed to provide the means by which those who through no fault of their own have lost their jobs and their hard-won skills, or who early in life have entered the labor force without adequate skills, can acquire skills which will give them the opportunity to become productive members of their communities.

We must not expect the workers who are displaced to bear the whole burden of higher productivity. The whole Nation which benefits from increased productivity has the responsibility to provide

the means by which the employees who are displaced can acquire new skills that are needed and will be useful in the economy.

The number of unskilled jobs is constantly declining and the demand for skilled and semiskilled workers is constantly rising. According to the Department of Labor's projections, the number of professional and technical workers needed by 1970 will be at least 40 percent higher than in 1960; there will be a 20 to 30 percent increase in the number of proprietors and managers, clerical and sales workers, skilled workers and those in service occupations. It thus is clear that the greatest opportunities for employment will be in those occupations requiring the most education and training.

Some of the events that have caused the skills of many persons to become obsolete were forcefully pointed out by witnesses before the Holland subcommittee.

In the steel industry, production and shipments for the years 1950 and 1960 were almost identical, but production worker employment showed a drop of 80,000 workers and a decline in the workweek of 3.3 hours (David J. McDonald, president of the United Steelworkers of America, AFL-CIO).

In the soft coal industry, from 1947 to 1959, productivity doubled but there were 262,000 less jobs for the coal miners (Thomas Kennedy, president, United Mine Workers of America).

The computers that are the brains of automation can perform a hundred thousand tasks, from rolling steel to deciding how many frankfurter rolls a bakery driver should leave at a Third Avenue delicatessen on a rainy summer Friday.

They design, in an hour, a new chemical plant that would take a platoon of engineers a year—monitor space vehicles on their way to the moon—coach baseball players—govern switches and signals on 35,000 miles of railroad track from a single remote control center—collect eggs in an electronic henhouse—refine oil—issue insurance policies—operate acres of industrial machinery—and provide the guideposts for billions of dollars in corporate decisions.

One thing the computers cannot do, however, is tell how many workers have been added to the Nation's hard core of unemployment by the technological progress they so strikingly exemplify (A. H. Raskin, New York Times).

Each computer installation affects 140 jobs, and, in 1961, there are 10,000 such installations to be made. Therefore, 1,400,000 clerical workers will feel the effect of this.

A machine was demonstrated to the American Bar Association that did 7 man-hours of legal research in a matter of minutes (Howard Coughlin, president, Office Employees International Union, AFL-CIO).

In the canning and preserving industries there has been a very substantial rise in output since 1947, but the rise in productivity has been even steeper. As a result, even in this very rapidly expanding industry, the total of jobs has dropped from 211,000 in 1947 to 193,000 in 1960 (P.E. Gorman, secretary-treasurer, Amalgamated Meat Cutters & Butcher Workmen of North America, AFL-CIO).

We seem to have automated our country sufficiently to supply all of the basic demands and a good many luxuries and still involve only 93 percent of our work force.

We can't argue that technological change and automation are not labor-saving processes. Of course they are. They do cause displacement of people. In fact, to do so in one of their major purposes. They may also upgrade people or increase the prosperity of an industry so that more are employed. Nevertheless, we do have more unemployment than we can tolerate today and some of it has come from technological change and automation.

The problem before us, however, is not whether to block technology. The problem is how to block unemployment (Thomas J. Watson, Jr., president of IBM Corp.).

Productivity in the Nation's railroads increased 65 percent from 1947 to 1959, but 540,000 railroad workers' jobs were gone (W. P. Kennedy, president Brotherhood of Railroad Trainmen).

Because of the shift from airplanes to missiles, it has been estimated that the aircraft industry alone has eliminated 200,000 production jobs in the past few years even though the industry's dollar volume has continued to rise (A. J. Hayes, president, International Association of Machinists, AFL-CIO).

In the production of electrical appliances, output jumped tremendously and employment dropped 50 percent since 1953 (James B. Carey, president, International Union of Electrical Radio and Machine Workers, AFL-CIO).

Other witnesses who testified before the Holland committee stressed the employment implications of automation, technological change, and the large number of new entrants into the labor market that can be expected in the decade of the 1960's and urged governmental action to deal with this problem.

Some idea of the immediate problems ahead can be seen from the fact that, even if all we do is increase our production at the same rate as we have been doing during the past dozen-odd years since the end of World War II, a total of 1.8 million persons will feel the impact of the technological changes just in the year ahead. In other words, we are going to need enough output increases between now and next year to take care of 1.8 million people affected by productivity change.

This decade will see an unparalleled 26 million new young workers coming into the job market—and if current levels prevail, 7½ million of them will be dropouts, without a high school diploma and very ill-fitted for the job world ahead which will see major advances on the technological scene (Arthur J. Goldberg, Secretary of Labor).

During the 1960's it will be necessary to create an even greater number of job opportunities—perhaps as many as 4 million a year to provide employment for the average yearly growth in the labor force and the possible annual displacement of workers from rising productivity (Stanley Ruttenberg, director of research, AFL-CIO).

If, in spite of the best planning we can do, some people are temporarily unemployed because of technological change, both industry and government have a recognized responsibility to help families through any such period of transition (Ralph Cordiner, chairman of the board of General Electric).

It is the responsibility of the Government to anticipate and to identify those trends which will create chronic unemployment problems in the future, and it has the responsibility to participate in the solution of those problems once they occur.

It is the Government's responsibility for objectively and thoroughly identifying and studying the problems presented by chronic unemployment and then developing reasonable and practical plans of action to relieve them.

There is a delicate balance here between rushing into a situation before adequate plans are made and the other extreme of procrastinating until the problem is virtually beyond hope. It, therefore, becomes apparent that the problem of organizing to meet this problem is a critical one.

A number of possible solutions have been suggested, including a high-level Federal agency which would coordinate Federal activities and would work closely with State and local governments. There are some people who would insist that the Federal Government stay out of the picture. You and I know that is impossible, because there are certain aspects of the problem, certain critically distressed areas, for example, that will require the kind of massive support that only the Federal Government can provide.

It seems to me that these are the remedial steps that can be taken:

1. An objective and thorough study to determine the extent, locations, and underlying cause of chronic unemployment.

2. A greatly strengthened program of vocational training, to train the untrained and to retrain those whose original skills are no longer needed.

3. More effective career guidance for young people.

4. Better information about employment opportunities in other portions of a given State, or elsewhere in the country (Mr. Don G. Mitchell, vice chairman of the board of General Telephone & Electronic Corp.).

THE NEED FOR FEDERAL ASSISTANCE

Since 1946, the Federal Government has been charged with the responsibility "to promote maximum employment, production and purchasing power." The Full Employment Act of 1946 states:

The Congress declares that it is the continuing policy and responsibility of the Federal Government to use all practical means consistent with its needs and obligations and other essential considerations of national policy, with the assistance and cooperation of industry, labor, and State and local governments, to coordinate and utilize all its plans, functions, and resources for the purpose of creating and maintaining, in

a manner calculated to foster and promote free competitive enterprise and general welfare, conditions under which there will be afforded useful employment opportunities, including self-employment, for those able, willing, and seeking to work, and to promote maximum employment, production, and purchasing power.

In order to permit the Federal Government to carry out these obligations and responsibilities, this committee feels that the passage of this bill is necessary.

The manpower problems to which this bill is addressed are national problems. While significant accomplishments have been made by industry, labor, and local government in dealing with dislocations that have occurred in certain areas, the total problem is too great for local capacities alone. Moreover, the labor market is a national market and if its needs are to be met national leadership is required.

No one State can determine national skill development needs or judge the adequacy of the national skill development effort. American labor is mobile. It crosses State lines to seek employment opportunities. Training, therefore, unless it is to be wasted or duplicated, must be undertaken in the context of national skill needs and employment opportunities.

The success of a program to train the unemployed is not simply a question of funds for training expenses. Experience has clearly shown the necessity of supplementing such training with training allowances. In most States an unemployed person taking training is considered unavailable for employment and thus disqualified from receiving unemployment insurance benefits. The bill reported would remedy this defect by providing training allowances from Federal appropriations when unemployment insurance is not available. It is estimated that a large part of the funds authorized by this program will be expended on training allowances, and Federal leadership is the only practicable means for starting such a program.

Training for the unemployed is, of course, not a cure-all for the problem of unemployment and the malfunction of our economy. Training will, however, raise the productivity potential of the economy and thus raise the potential limitations upon economic growth. It will give those with newly acquired skills the knowledge that they will be considered for employment, along with others, when jobs are available.

MAJOR PROVISIONS OF THE BILL

MANPOWER APPRAISAL

One of the important elements of this proposal is the assignment to the Secretary of Labor, in order to further the broad training purposes of the bill, of additional responsibilities in the overall manpower field.

Title I of the bill will enable the Secretary of Labor to establish a continuing review of the national skill development effort and to recommend actions needed to achieve improved balance between occupational resources and requirements. Combining these manpower functions in one agency will give much needed overall unity to the Federal Government's responsibility for leadership in the field of skill development. It will also more effectively relate the separate

activities of the various agencies in this field to an overall program of optimum development and employment of manpower resources.

To assist the Nation in accomplishing the objectives of technological programs, while avoiding or minimizing the harsh and tragic consequences of labor displacement, title I also requires the Secretary of Labor to evaluate the impact of automation on the utilization of the Nation's labor force, to appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs, and to arrange for the conduct of such research investigations as give promise of furthering the purposes of this proposal.

Many of the beneficial practices that have evolved as a byproduct of labor-management relations (e.g., pension plans and other fringe benefits) here introduced rigidities that impeded labor force adjustments and mobility, thus contributing to unnecessary unemployment. Title I, therefore, directs the Secretary of Labor to make intensive factual studies of what causes lack of occupational mobility and to encourage the voluntary adoption of equitable means by which these impediments might be removed. It also directs the Secretary of Labor to study and report on how the gradual retirement of long-service workers, the vesting of pension rights, and the development of other devices freeing the laid-off workers from equity losses incurred by moving might be encouraged by Government and private actions.

Title I authorizes the Secretary of Labor to develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, the labor supply in various skills, and employment trends on a National, State, or other area or appropriate basis. This is in effect an inventory of the occupational resources and needs of the Nation which will be used in the educational, training, counseling, and placement activities performed under other provisions of this act.

Finally, title I will require the Secretary of Labor to report to the President on manpower matters, and the President to transmit an annual manpower report to the Congress.

SELECTION OF TRAINEES

Under title II of the bill, the Secretary of Labor is given the responsibility for promoting the development of training programs, for the selection of trainees through testing and counseling, and for referral of them for training.

The committee recognizes the fact that the ultimate success of this program depends upon individual participation and the desire of the individual to develop his potential. For this reason, the bill specifies that the Secretary of Labor institute programs for testing, counseling, and selecting individuals for training in skills which, when acquired, can reasonably be expected to enable them to secure full-time employment. It is expected that the facilities already in existence to perform testing, counseling, and placement, as well, will be expanded rather than establishing new facilities to perform these functions.

The person desiring training will apply to his local employment office. He will be interviewed and tested. He will be counseled on the possibilities of employment for which he seems fitted. Then he will be formally referred to the appropriate training program. Upon

completion of the program the employment office will endeavor to find him employment.

The Secretary of Labor, testifying before the committee, gave an excellent summary of the task before him:

Let me tell you now of some of the problems with which we must come to grips in making the proposal work and something of the methods we intend to use.

We must make an assessment of where the Nation stands with respect to the adequacy of our human resources. We must measure our future manpower requirements and our future manpower supply on an occupational basis. In short, we must do the things necessary to know how automation and other changes in our economy are likely to affect the demand for specific skills in the future.

In general, we already know that the labor market will demand of workers more basic education and more thorough training, but we need more specific information. We need to know, for example, how the technological changes which are now occurring in the construction industry are likely to affect the demand for plumbers, electricians, civil engineers, etc. We also need to know how technological changes in office operations will affect white collar workers, particularly office workers. We must find out how changes in technology, consumer demand, and foreign competition are likely to affect the location of various industries and needs in different occupations. We must know the specifics of labor demand and supply area by area. We must determine how workers can best adjust to the geographical shifting of industries and what methods we can use to enhance their occupational mobility.

Before individuals are selected for training, we need to know not only the needs of our industries, but also a lot about each individual worker. We have to know, for example, how much basic education he has had, the amount and kind of his previous skill training, and his aptitude for different kinds of work. The obvious need for this kind of information and other facts bearing on the individual's occupational potential suggests that this first step is a job for professionally trained counselors. In this initial step in the training program, we will utilize to the fullest the counseling facilities of the local State employment service offices. Although such services already exist, they will have to be greatly expanded to do the kind of job that will be necessary. We have already launched a program of expanded services at the direction of the President, but even more will have to be done.

But even after the occupational potential of the trainee is established, a second important step must be taken before actual training can begin. Assessment must be made of the employment prospects in the field for which the unemployed person is best suited for training. This calls for an analysis of the long-term prospects in particular occupations and particular areas, as well as the outlook immediately ahead. Realistically, we must also consider the demand for the skills which we can give the trainee in areas other than his own

hometown. In this country where mobility of the labor force is so great, this is a particularly important consideration.

Having established the individual's needs and capacity for training and the job world into which his needs and capacities must fit, we must then determine the kind of training best suited to his individual situation. Vocational training will often prove to be the best, but in many cases a completely different type of training might be called for. We intend to use very available resource and facility that can equip a trainee with the necessary skill to enable him to take his place again in the Nation's work force. Experience may teach us that new training methods and facilities need to be developed to insure that each individual gets the kind of training that is best for him.

I should like to stress that the retraining program for each unemployed person will be determined by examining his or her needs. Unemployed persons will be counseled to assess what they already have to offer on the job market; their potential for retraining. For some workers the retraining may be very simple. In other cases, the task of retraining and placement may be difficult. Older workers with low levels of education and deep roots in their own communities are likely to be severe problems.

In any case, the training or retraining prescribed will match the individual's needs. It is for this reason we are proposing that a wide range of training institutions be used to meet our retraining objectives. Sometimes a few weeks of on-the-job instruction may make the unemployed worker reemployable. Sometimes a course in drafting or electronics will turn the trick. In a few cases perhaps the 4 or 5 months needed to complete work for a high school diploma would be worthwhile to enhance permanently the employability of an unemployed worker. In still other cases, apprenticeship or technical school instruction may provide the best answer.

PRIORITY IN PLACEMENT FOR TRAINING

The bill requires that a priority in referral for training must be extended to unemployed persons who cannot reasonably be expected to secure full-time employment without retraining. The committee discussed the possibility of giving a similar priority to underemployed persons, especially when their employment was part time and at a bare subsistence level.

Because of the difficulty of distinguishing among the various levels and causes of underemployment, the committee decided against a priority for such individuals and against providing them with training allowances during periods of training.

However, the Secretary of Labor is specifically authorized to refer qualified persons, including the underemployed, for training or retraining programs which will enable them to acquire needed skills.

The committee wishes to emphasize that training not geared to employment opportunities is wasteful and demoralizing to those persons participating in the program. The Department of Labor is

expected to operate the selection program so that workers undertaking training will do so with the strong likelihood that jobs will be available in the area in which they live. If adequate job opportunities, after training, will not be available in their home areas, training will be given first to those individuals who indicate that they voluntarily and without any compulsion desire to relocate to areas where the skills they are to learn are in demand.

Training programs; cooperative effort

The Committee on Education and Labor found it was best to coordinate the training programs envisaged in this proposed legislation so that the full efforts, expertise, talents, and facilities of both the Department of Labor and the Department of Health, Education, and Welfare could be fully utilized. The bill strengthens the cooperative relationship between these Departments and each will have full advantage of the information and techniques available to the other.

Title III specifies the responsibility of the Secretary of Labor for on-the-job training, while title IV specifies the responsibility of the Secretary of Health, Education, and Welfare for vocational education programs. Title V, in addition to establishing criteria which the Secretary of Labor should consider in allocating funds to the States, also pertains to the duties and responsibilities of both the Secretaries of Labor and Health, Education, and Welfare to keep the Congress informed, and contains a provision that the individual States must not slacken their own efforts in the training field because of the initiation of the Federal program.

The development of programs for on-the-job training is already a function of the Department of Labor. To the maximum extent possible, the Secretary of Labor will secure the adoption of such programs by private and public agencies, employers, trade associations, labor organizations, and other industrial and community groups which he determines are qualified to conduct effective on-the-job training programs. The Secretary of Labor is authorized to enter into appropriate agreements with these groups and may make such provision for payment of costs of providing necessary training as is equitable in each case.

Vocational education programs are presently a responsibility of the Department of Health, Education, and Welfare. For the purpose of carrying out his training mission under this bill, the Secretary of Health, Education, and Welfare is thus authorized to enter into agreements with the States under which the appropriate State vocational education agencies will undertake to provide the vocational training or retraining needed to equip individuals referred by the Secretary of Labor for the occupations specified in the referrals. Training is to be provided by the State agency through public education agencies or institutions or, if the facilities or services of such agencies or institutions are not adequate, through arrangements with private educational or training institutions. If a State does not enter into an agreement or does not provide the particular training needed, the Secretary of Health, Education, and Welfare is directed to provide the needed training by agreement or contract with public or private educational or training institutions.

A successful program will require maximum effort and close cooperation by the State employment service and education agencies, not only at the Federal level but at the State and local levels as well.

The experience in those States, such as Pennsylvania, which have worked out effective cooperative programs, furnishes a pattern which will be useful for other States.

Existing facilities for training will be used to the extent they are available. To the extent that new programs are contemplated, the bill outlines the relationships between the two Departments. Both Departments have been consulted and endorse the assignment of functions made by the bill. There is sufficient flexibility in the provisions to permit hitherto untried methods of training when this seems appropriate.

The committee believes that a high degree of flexibility in organization and content of programs should be maintained. The bill will permit rental of buildings and facilities for temporary or mobile training programs. Furthermore, while training must be closely related to employment requirements, it should not have to be tied directly or exclusively to immediate job possibilities. In order to fit the trainee for a wide range of employment, some training will be of a broader scope than that which would be limited to a specific job opportunity. During periods of recession, job opportunities become increasingly scarce, and to curtail the program sharply to accord with curtailed job openings would result in serious administrative difficulties and loss of instructor personnel. Then, as recovery progressed, it would be difficult to expand training as fast as job opportunities developed.

The ultimate success of this program, of course, will depend upon the extent to which individual workers accept the opportunity to participate and develop their potential. The training programs authorized by this bill are, therefore, geared both to the skill needs of the economy and the occupational potential of the individuals to be trained.

TRAINING ALLOWANCES

The unemployed whose skills are obsolete are generally unable to undertake a training program without financial assistance. This bill, therefore, authorizes the payment of training allowances to such people while they undergo training. The amount of such payment is geared to the amount of weekly unemployment compensation paid in the State in which the unemployed workers reside and can be paid for a maximum of 52 weeks.

This bill contemplates some of the unemployed selected for training will be referred to on-the-job training programs where the employer pays a learner's wage to the trainee while he is learning the job. For individuals undergoing such training, the amount of any training allowance will be reduced by a proportion equal to the ratio that the number of compensated hours a week bears to 40 hours.

Under some circumstances training for certain jobs will be available only in a location far removed from a trainee's residence. Some courses which require relatively heavy investment in teaching equipment, for example, may be given at only one location in a particular State. The bill provides modest living and transportation expenses for the individual certified for training if he lives beyond commuter distance of the training center.

Training allowances will not be paid to persons who are receiving or who are eligible for unemployment insurance. The committee intends that, to the extent possible under various State laws, those who are

eligible to receive unemployment compensation while undergoing training should so do. To assure that all trainees receive the same allowance while they are undergoing training, i.e., the average weekly unemployment insurance compensation payment in the State, the committee has provided that a trainee whose unemployment compensation payment is less than that amount may receive a supplementary training allowance not to exceed the difference between his unemployment compensation and the average unemployment compensation payment in the State.

The committee recognizes that at present only 11 States consider a person to be eligible to receive unemployment compensation if he is undergoing the type of training contemplated by this bill. In the rest of the States a person undergoing such training is not considered "available for work" and so is not eligible to receive unemployment compensation to which he might otherwise be entitled. The problem presented by this lack of conformity and eligibility standards among the States was recognized as being a subject outside the jurisdiction of this committee. The Ways and Means Committee has before it proposed legislation which will correct this situation. We note, however, that more and more States are recognizing the importance of permitting unemployed workers to continue to receive unemployment compensation when they enter a training program. Until this year only six States had such laws. Now five more have been added, the 11th just a month or so ago.

As a safeguard against possible abuse, however, the committee has provided that an individual who fails to avail himself of training when it is offered to him shall not for 1 year thereafter be entitled to training allowances.

COSTS

For the 2-year program contemplated in this proposed legislation, the committee provided spending ceilings for each title of the bill and for each year of operation. For the fiscal year 1962, the ceiling was set at \$100 million, over 90 percent of which would be allocated to the payment of training allowances and the operation of vocational education programs. For the fiscal year 1963, a ceiling of \$163 million was set and allocated roughly with the same emphasis. The Department of Labor estimated that a total of some 160,000 would be trained the first year; 50,000 in on-the-job programs, and 110,000 in vocational education programs, of which 80,000 would be from unemployed workers and 30,000 from the underemployed. In the second year, it is estimated a total of some 250,000 would be trained—90,000 on the job and 160,000 in vocational education, with more than 120,000 from the unemployed and 40,000 from the underemployed. The cost estimates submitted by the Departments of Labor and Health, Education, and Welfare were based on the payment of training allowances to 65,000 long-term unemployed in 1962 and 110,000 in 1963 as well as to 20,000 on-the-job trainees the first year and 40,000 the second year.

In title V of the bill the committee sets forth certain criteria which the Secretaries of Labor and Health, Education, and Welfare shall consider in effecting an equitable apportionment of Federal expenditures among the States. The language of the bill clearly indicates

that the respective Secretaries are not bound by these criteria but these criteria are to be a guide in policy determinations as to expenditures.

SUMMARY OF THE BILL

(a) *Purposes of H.R. 8399*

H.R. 8399 has three purposes:

1. To achieve "maximum employment and purchasing power," recognizing that rapid technological progress is essential to accomplish this.

2. "To assist in the development of policies and programs which will result in the adequate development, preparation and productive use of the manpower resources of the Nation * * *."

3. "To appraise the manpower requirements and resources of the Nation, develop and apply the information and methods needed to deal with the problems of automation and with technological and other types of persistent unemployment and provide for the adequate training and retraining of the Nation's labor force."

(b) *Existing conditions requiring action*

H.R. 8399 recognizes six conditions existing in the country which require Federal action if these purposes are to be achieved.

1. "The skills of many persons have been rendered obsolete by dislocations in the economy arising from automation and other technological developments. * * *"

2. "Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment."

3. "Improved planning and expanded efforts will be required to assure that men and women will be trained and available to meet shifting employment needs."

4. "Many persons now unemployed or underemployed, in order to become qualified for full employment, must be provided with skills which are or will be in demand in the labor market."

5. "The skills of many persons now employed are inadequate to enable them to participate in the mainstream of the Nation's economy."

6. "It is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance and to increase the Nation's productivity and its capacity to meet requirements of the space age."

(c) *Means of accomplishing the objectives*

The Secretary of Labor shall—

1. Make studies of the impact of technological changes, develop techniques for predicting the impact in advance, develop solutions, and publish the findings.

2. Promote or directly engage in programs of information and communication to reduce or prevent undesirable effects of technological changes, appraise the Nation's efforts to meet manpower needs, recommend needed adjustments, and arrange for research to further these objectives.

3. Make studies to encourage greater labor mobility in industry, and

4. Report on these studies to the President who, in turn, shall transmit to Congress within 60 days after the beginning of each regular session (beginning in 1962) a report on the Nation's "manpower requirements, resources, utilization, and training."

(d) *Training and skill development*

The Secretary of Labor shall—

1. "Develop and encourage the development of broad and diversified training programs, including on-the-job training" for those who need it.

2. Accomplish this through the maximum utilization of all possible resources for skill development available to industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

3. "Provide a program of testing, counseling, and selecting for occupational training" for those persons who need it to secure appropriate full-time employment and

4. Provide original placement and later counseling services for those who complete such courses.

(e) *Training allowances and payments to States*

The Secretary of Labor may make payments to the States for the purpose of paying weekly training allowances to those unemployed persons selected for training under this act. Such payments shall not exceed 52 weeks and the amount paid in any week "shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available." To those people who receive unemployment compensation, where it is permitted while undergoing training, and it is less than the average for a week of total unemployment, a supplemental training allowance may be paid. This shall not exceed the difference between the actual unemployment payment and the average weekly unemployment compensation payment referred to above. Training payments shall also be reduced proportionately to people engaged in part-time compensated employment (taking 40 hours as full time). In no case shall the training payment, when added to the employee's wages, exceed the average weekly unemployment compensation to which the employee would be entitled if fully unemployed.

The bill provides the Secretaries of Labor and Health, Education, and Welfare with four criteria which they shall consider in effecting an equitable apportionment of Federal expenditures among the States. These criteria are indicia of the incidence of the unemployment problem within each State.

Training allowances may be supplemented by the Secretary of Labor to defray transportation to and from training facilities and when the facilities are not within commuting distance of the regular place of residence, both transportation and subsistence expenses for separate maintenance may be paid.

In order to qualify as an approved training program, on-the-job training must be compensated by the employer at such rates, including

periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

No training allowance shall be paid to anyone during any week in which he has received, or is eligible for, unemployment compensation. Any person who refuses, without good cause, to accept training under this act shall not, for 1 year thereafter, be entitled to retraining allowances.

The Secretary of Labor shall, to the maximum extent possible, secure appropriate agreements with all kinds of qualified private and public agencies to carry out the purposes of this act. Adequate provisions are included in the act to give the Secretary of Labor authority to carry out the purposes of the act, promote effective administration, protect the Nation against losses, and insure a proper division of responsibilities among the various agencies involved.

(f) Vocational training

The Secretary of Health, Education, and Welfare shall enter into appropriate agreements with the various State vocational agencies which will undertake to provide the vocational training or retraining needed to carry out the purposes of this act. If public institutions or facilities are not adequate for the purpose, the State vocational agencies shall make appropriate arrangements with private educational or training institutions. Any such agreement may provide for payment to the State agency of up to 100 percent of the cost to the State of carrying out the agreement with respect to unemployed people and up to 50 percent of the cost with respect to other people.

Adequate provisions are included here also to provide the Secretary of Health, Education, and Welfare with authority to carry out the purposes of the act, maintain adequate efficiency of administration and quality of programs, cooperate with the Secretary of Labor, and protect the Nation against losses.

(g) Maintenance of State effort

No training program financed in whole or part by the Federal Government under this act shall be approved unless the appropriate Secretary is satisfied that neither the State nor locality in which training is carried out has reduced or is reducing its own level of expenditures for any kind of vocational education and training.

(h) Reports

The Secretary of Labor and the Secretary of Health, Education, and Welfare are both required, under this proposed legislation, to report to the Congress prior to March 1, 1963, giving an evaluation of the programs undertaken and recommendations concerning their continuance.

SECTION-BY-SECTION ANALYSIS

TITLE I—OCCUPATIONAL TRAINING AND MANPOWER UTILIZATION

Section 102—Statement of findings and purpose

This section declares it to be the purpose of the bill—to be cited as the “Manpower Development and Training Act of 1961”—to authorize the Federal Government to appraise the manpower requirements and resources of the Nation, develop and utilize information

and methods to deal with the problems of automation and with technological and other types of persistent unemployment, and assist in providing for the adequate training and retraining of the Nation's labor force. This section asserts a congressional recognition of the paramount importance of rapid technological progress in order to attain maximum employment, production, and purchasing power in accordance with the Employment Act of 1946, and of the continuing responsibility which the Federal Government has for developing policies and programs which will result in the adequate development preparation and productive use of the Nation's manpower resources. The section also contains a congressional finding that dislocations in the economy arising from automation or other technological developments, and other changes in the structure of the economy, have rendered the skills of many persons obsolete; that Government leadership can be helpful in insuring that the benefits of automation do not result in unnecessary unemployment; and that improvement in planning and expansion of effort will be needed to assure that men and women will be available to meet shifting employment needs.

This section asserts a further congressional finding that many persons now unemployed or underemployed, in order to become qualified for full employment, must be provided with the opportunity to acquire skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to participate effectively in the mainstream of the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people.

Section 103—Automation and occupational training

This section provides for a comprehensive program of manpower development and utilization to be carried on by the Secretary of Labor. This would be accomplished by (1) the carrying out of a comprehensive and continuing program of research leading to an evaluation of the problems caused by automation, technological and other changes in both production and demand, the development of methods and techniques which would predict the potential impact of such changes in advance, and the development of solutions to these problems and the publicizing thereof; (2) the promotion, or carrying out, of programs of information and communication with respect to automation, technological developments, and the prevention or amelioration of the undesirable affects of such developments; (3) an appraisal of the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments; and (4) arranging for research and investigation which would further the purposes of the bill.

Section 104—Improving labor mobility

This section is included in the bill for the purpose of encouraging the mobility of labor and of determining the feasibility and desirability of methods to encourage such mobility. To accomplish this purpose the Secretary will carry on factual studies of employer and union practices which impede or facilitate worker mobility, of severance pay plans and seniority systems, and of the use of extended leave plans for education and training purposes. A report of these studies will be included in the Secretary's report required under section 105. To accomplish this purpose, he will also promote the development

and adoption of equitable practices which improve the mobility of labor.

Section 105—Manpower report

This section would require the Secretary of Labor to make reports and recommendations pertaining to manpower requirements, resources, use, and training to the President and require the President to transmit to Congress within 60 days after the beginning of each regular session (commencing in 1962) a report pertaining to manpower requirements, resources, utilization, and training.

Section 106—Information and research

This section would require the Secretary of Labor to develop and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends, on a National, State, or area or other basis. These data would be utilized by those performing educational, training, counseling, and placement activities under this bill.

Section 107—Appropriations for administration

This section authorizes the appropriation to the Secretary of Labor of not to exceed \$1,770,000 for fiscal 1962 and \$1,670,000 for fiscal 1963 to carry out the title.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

Section 201—Responsibility for programs

This section would require the Secretary of Labor to determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, and develop and encourage the development of broad, diversified training programs, including on-the-job training, designed to qualify for employment persons who cannot reasonably be expected to secure appropriate full-time employment without such training, and to equip the Nation's workers with new and improved skills which are or will be required.

The section also directs the Secretary to make maximum use of all possible resources for skill development in carrying out his duties under the title. Among others, he will use the resources of industry, labor, public and private education and training institutions, and Federal, State, and local governmental agencies.

Section 202—Selection of trainees

This section provides for a broad selection program of testing, counseling, selection for training, referral, and placement.

Subsection (a) would require the Secretary of Labor to provide a program for testing, counseling, and selecting for occupational training those persons who cannot reasonably be expected to secure appropriate full-time employment without training.

Subsection (b) requires that priority in placement for training be given the unemployed but also directs the Secretary, to the greatest possible extent, to refer other qualified persons for training which will provide them with needed skills.

Subsection (c) would require the Secretary of Labor to make determinations with respect to training needs of such persons, to provide for the orderly selection and referral of trainees, to provide place-

ment services to those who have completed training, and to provide counseling services to such persons for an appropriate period after placement.

Section 203—Training allowances

Subsection (a) would permit the Secretary of Labor to enter into agreements with States whereby the States, as agents of the United States, would make payment of a weekly Federal training allowance to unemployed persons selected for, and undergoing training pursuant to, section 202 of title II in a program operated pursuant to the act. Payments could be paid for a maximum of 52 weeks and the amount of any payment in any week could not exceed the amount of the average weekly unemployment compensation payment (including dependents' allowances) for a week of unemployment in the particular State making payments during the most recent quarter for which such data are available. For the purposes of this title and the other titles of the bill, the term "State" will include the District of Columbia, Puerto Rico, and the Virgin Islands.

Where a person is receiving unemployment compensation during his training he will normally not receive a training allowance. However, under the bill, if his unemployment compensation is less than the weekly training allowance he would otherwise receive, he will be eligible for a supplemental training allowance which may not exceed the difference between his weekly unemployment compensation and the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State.

The training allowance for persons taking on-the-job training will be reduced by an amount which bears the same ratio to the training allowance otherwise payable as the number of compensated hours bears to 40, but in no event may the training allowance (as so reduced), when added to the amount received from the employer, total more than the average weekly unemployment compensation payment described in the preceding sentence.

Subsection (b) would permit the weekly training allowance to be supplemented by such sums as may be determined by the Secretary of Labor to be necessary in order to defray transportation expenses of trainees, and to defray both transportation and subsistence expenses for separate maintenance of individuals who are undergoing training in facilities which are not within commuting distance of their regular residence.

Subsection (c) would provide that to qualify as an approved training program, on-the-job training must be compensated by the employer at such rates, including periodic increases, as may be reasonable, considering relevant factors.

Subsection (d) would deny, subject to the exception provided for in subsection (a), training allowances to individuals who are receiving, or are eligible for, unemployment compensation under the Social Security Act or under any other Federal or State unemployment compensation law.

Subsection (e) would permit the agreements with States entered into under this section to contain provisions to promote effective administration and protect the United States against loss. Determinations by appropriate officers or agencies concerning eligibility of individuals for weekly training allowances would be final and con-

clusive and not subject to review except as may be provided in the agreement or regulations prescribed by the Secretary of Labor.

Subsection (f) would make a person who refuses, without good cause, to accept training under this act, ineligible to receive training allowances under this act for a year thereafter.

Section 204—Agreements with States

Subsection (a) authorizes the Secretary of Labor to enter into agreements with the States or their appropriate agencies for the purpose of utilizing State agencies and their services in order to carry out his functions and duties under title II. Notwithstanding any provision of law, the Secretary of Labor would be authorized to reimburse the State or appropriate agency for these services.

Subsection (b) provides that any such agreement may contain provisions which will promote effective administration, protect the United States against loss, and insure that functions carried out by State agencies are satisfactorily performed.

Section 205—Rules and regulations

This section authorizes the Secretary of Labor to prescribe such rules and regulations as are necessary and appropriate to carry out the provisions of the title.

Section 206—Appropriations

This section authorizes the appropriations of \$65,800,000 for fiscal 1962 and \$110,667,000 for fiscal 1963 for the purpose of carrying out the title.

TITLE III—ON-THE-JOB TRAINING

Section 301—Development of on-the-job training courses

Subsection (a) would require the Secretary of Labor to encourage, develop, and secure the adoption of programs for on-the-job training needed to equip individuals selected for training with appropriate skills. To the maximum possible extent the Secretary will secure the adoption of programs by public or private agencies, employers, trade associations, unions, and other industrial, educational, and community groups which he determines are qualified to conduct effective on-the-job training programs under agreements with him.

Subsection (b) requires cooperation by the Secretary of Labor and the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational education programs conducted under title IV.

Section 302—Training program standards

The Secretary is required under this section to make arrangements to insure that training programs under this title adhere to appropriate training standards and policies. These standards and policies shall be such as to assure that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment; that the training period is reasonable and consistent with periods customarily required for comparable training; and that adequate and safe facilities, personnel, and records are provided.

Section 303—Supervision of on-the-job and related training programs

This section requires the Secretary of Labor to make provision for continuous supervision of on-the-job training programs conducted under the title.

Section 304—State agreements

The Secretary of Labor is, under this section, given the same authority with respect to on-the-job training programs as he is given in section 204 with respect to his responsibilities under title II.

Section 305—Rules and regulations

The Secretary is given the same regulation authority for purposes of this title as he is given in section 205 with respect to title II.

Section 306—Appropriations

This section authorizes the appropriation of \$2,800,000 for fiscal 1962, and \$4,800,000 for fiscal 1963, for the purpose of carrying out the title.

TITLE IV—VOCATIONAL TRAINING

Section 401—Provision of vocational training

The Secretary of Health, Education, and Welfare is directed to enter into agreements with States under which the State vocational education agencies will undertake to provide vocational training to equip individuals, referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor under section 202, for the occupations specified in the referrals.

The State vocational education agencies will provide training through public educational agencies or institutions, but if the facilities or services of these agencies or institutions are inadequate, the training or retraining is to be provided through arrangements with private educational or training institutions.

Agreements entered into under this title may provide for payment to the State vocational education agencies of up to 100 percent of the cost to the State of carrying out the agreement with respect to unemployed persons, and up to 50 percent of such cost with respect to other persons. The agreement shall contain other provisions for the promotion of effective administration (including provision for reports and for continuous supervision of the training programs), to protect the United States against loss, and to insure that the functions to be carried out by the State agency are performed in a manner which carries out the purposes of the title. Where a State does not enter into an agreement, and in the case of training not provided under the agreement, the Secretary of Health, Education, and Welfare is directed to provide the needed training by agreement or contract with public or private educational or training institutions.

Section 402—Cooperation with the Secretary of Labor

The Secretary of Health, Education, and Welfare is directed to cooperate with the Secretary of Labor to coordinate vocational education programs with on-the-job training conducted under title III.

Section 403—Rules and regulations

The Secretary of Health, Education, and Welfare is granted authority to issue regulations to carry out the title.

Section 404—Appropriations

The sums of \$28,500,000 for fiscal 1962, and of \$42,000,000 for fiscal 1963, are authorized to be appropriated to the Secretary of Health, Education, and Welfare to carry out the title.

TITLE V—MISCELLANEOUS

Section 501—Apportionment of benefits

This section provides that for the purpose of effecting an equitable apportionment of Federal expenditures under titles II, III, and IV, the Secretaries of Labor and of Health, Education, and Welfare, in accordance with uniform standards and in arriving at such standards, shall consider the following factors: (1) The proportion the State's labor force bears to the labor force of all the United States; (2) the proportion which the State's unemployed during the past year bears to all unemployed in the Nation during that year; (3) the lack of appropriate full-time employment in the State; (4) the proportion which the insured unemployed within a State bears to the total number of insured employed in the State.

Section 502—Other agencies and departments

Subsection (a) of this section would require the Secretary of Labor, in order to avoid unnecessary expense and duplication of functions, to use available services or facilities of other agencies or instrumentalities of the Federal Government. These agencies and instrumentalities are, in turn, required to cooperate with the Secretary and, where permissible, to furnish him the assistance he requests.

Subsection (b) provides that funds appropriated under the act may be transferred with the approval of the Director of the Bureau of the Budget between the departments and agencies of the Government if used for the purposes for which they are authorized and appropriated.

Subsection (c) authorizes the head of any agency, subject to standards and procedures in section 505 of the Classification Act of 1949, as amended, to place positions in grades 16, 17, and 18 of the general schedule established by that act, in addition to the number of positions authorized by section 505 to be placed in such grades, if such positions are for the performance of functions under this act. The section also provides that not in excess of a total of 10 such positions may be placed in such grades under this section to be apportioned among agencies by the Director of the Bureau of the Budget.

Subsection (d) authorizes the Secretary of Labor and the Secretary of Health, Education, and Welfare to make such contracts or agreements, establish such procedures and make such payments (either in advance or by way of reimbursement), or to otherwise allocate or expend funds made available under the act, as may be necessary to carry out the act.

Section 503—Maintenance of State effort

This section would require that no training program financed in whole or part by the Federal Government under the act is to be approved unless either the Secretary of Labor (in the case of programs authorized under title III) or the Secretary of Health, Education, and Welfare (if the program is authorized by title IV) is satisfied that neither the State nor the locality where the training is carried out has reduced or is reducing its own level of expenditures for vocational

education and training, including programs under provisions of the Smith-Hughes Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions which are unrelated to the provisions or purposes of this bill.

Section 504—Secretaries' reports

This section requires the Secretary of Labor to make a report to Congress before March 1, 1963, containing an evaluation of the programs under titles I, II, and III, the need for continuing the programs, and his recommendations for improvements therein. A comparable report is required of the Secretary of Health, Education, and Welfare with respect to the programs under title IV. His report will also contain the results of the vocational training survey which is now being carried on.

Section 505—Termination of authority

Subsection (a) provides that all authority conferred under titles II, III, and IV is to terminate at the close of June 30, 1963.

Subsection (b) provides that notwithstanding subsection (a) the termination of these titles is not to affect the disbursement of funds or the carrying out of contracts, commitments, or obligations entered into prior to the date of termination. No disbursement of funds is to be made pursuant to authority conferred under such titles after December 30, 1963.

Section 506—Appropriations

This section authorizes the appropriation of sums necessary to administer the title, but not to exceed \$1,600,000 for fiscal 1962, and not to exceed \$2,750,000 for fiscal 1963.

MINORITY VIEWS

We, the undersigned members of the committee, are opposed to the enactment of H.R. 8399. This is not the time for additional experimental and costly legislation which, even in normal times, would have very doubtful value. There are presently in effect four extensive and costly Government-operated vocational education and training programs. These programs are overlapping and uncoordinated, and the Assistant Secretary of Health, Education, and Welfare has admitted that the Federal vocational education program is a hodgepodge. There is a grave question as to whether the very people which this bill will undertake to train are either interested in or capable of being trained for the skills which are presently needed. Finally, this bill, coupled with H.R. 8354 (Youth Employment Opportunities Act of 1961) and other legislation would place massive powers in the hands of the Secretary of Labor and would, for the first time, make him a commanding figure in the education field.

BAD TIMING

This country is faced with a life or death challenge from the Communist nations, headed by the Soviet Union. President Kennedy has called for extensive additional defense expenditures to meet this challenge, and has specifically stated that " * * * to help make certain that the current deficit is held to a safe level, we must keep down all expenditures not thoroughly justified in budget requests." Notwithstanding the seriousness of this threat and the President's plea, this bill as reported calls for the expenditure of \$263 million within the next 2 years even though the need for the bill under normal peacetime conditions has not been adequately established. Social legislation of this type is a frill which we can ill afford in peacetime. During the perilous period just ahead, this bill, added to others of a like nature, could spell disaster.

HODGEPODGE OF CONFLICTING PROGRAMS

At the present time there is extensive Federal participation in vocational education and training. There is the Smith-Hughes Vocational Education Act and the Vocational Education Act of 1946.

The veterans have their vocational rehabilitation and vocational education programs under present veterans' legislation.

The Department of Labor is operating an apprenticeship program and there is even a provision for vocational training in the Area Redevelopment Act. Moreover, in the Youth Employment Opportunities Act of 1961, a special program for the training of the youth of America is established.

The following résumé is sufficient to indicate the scope and the extent of the Federal participation in the vocational education and training field:

Enrollment in Federal-State vocational education programs for the fiscal year ending June 30, 1960, totaled 3,768,149. Of this number, 1,588,109 were in home economics, 938,490 were in trades and industry, 796,237 were in agriculture, 303,784 were in distributive occupations, 101,279 were highly skilled technicians, and 40,250 were in practical nurse training.

As of December 31, 1960, there were 161,128 apprentices in training under the Department of Labor's apprenticeship and training program.

Under the Veterans' Administration, 615,332 veterans of World War II have been afforded vocational rehabilitation training, and at the present time 5,967 Korean veterans are receiving such training. In addition, 210,293 Korean veterans are presently receiving educational and vocational assistance.

Under the recently passed Area Redevelopment Act, it is estimated that many thousand individuals will receive some type of vocational training.

Finally, the Youth Employment Opportunities Act of 1961 would provide training for an estimated 218,000 youths during the next 3 years. It should also be remembered that this is only a so-called pilot program and it can be expected that the cost and scope of this program will increase sharply after the third year.

Duplication of effort and unnecessary costs cannot be avoided whenever, as in this case, a number of similar programs are enacted. However, no attempt has been made to identify this overlapping or to harmonize the old programs with the new. The seriousness of this omission is demonstrated by the fact that Mr. Wilbur J. Cohen, Assistant Secretary of Health, Education, and Welfare, in testimony before the Subcommittee on Unemployment and the Impact of Automation, agreed that the present Federal vocational education program is a hodgepodge and that it would be the better part of wisdom to defer further action in this field until such time as the Secretary of Health, Education, and Welfare has completed his major study on vocational education. Notwithstanding this testimony, and the existence of the many and varied programs, Congress is now being asked to dramatically add to the hodgepodge by the enactment of this bill.

For example, title II calls for the counseling, testing, and placement of 1,200,000 individuals and the payment of relocation allowances to 175,000, at a total cost of \$176,460,000. Title III would encourage, develop, and secure adoption of on-the-job programs at a cost of \$7,600,000, and title IV would provide vocational training for 200,000 unemployed and 70,000 underemployed at a cost of \$70,500,000. And this, of course, is just a pilot program with undoubtedly increased costs after the first 2 years.

NOT WORKABLE

Over and over again it has been emphasized that H.R. 8399 would be used to attack the so-called hard core of unemployed. Allegedly, under its provisions, these individuals, many of whom have exhausted their unemployment compensation benefits, would be trained and equipped with the new skills which our changing industrial processes desperately need. The hard, cold truth of the matter is that this stated purpose apparently cannot be achieved for the new skills lie

almost exclusively in the technical and semitechnical fields. A substantial educational background is required before an individual can be trained for such jobs. In addition, the individual must have certain aptitudes, the motivation to undertake rigorous and difficult training, and then be willing to move to an area of the country where such a skill is required.

Recently conducted studies illustrate this point. For example, according to Prof. Robben W. Flemming, executive director of the Armour Automation Committee, only 170 of the 400 workers laid off by the closing of the Armour plant in Oklahoma City took advantage of the employment tests and counseling offered by the Oklahoma Employment Service. Of these 170, only 60 gave evidence of being able to benefit from educational training. Fifty-eight enrolled for such training, and only seven found work in their new skill.

Last November, when auto industry layoffs were just beginning to hit the Michigan economy, the Michigan Employment Security Commission had applications on file from 160,000 jobseekers. Of these, 104,000 had not completed high school, 53,000 had not even begun high school, and 20,000 had not completed elementary school. Only 2 percent were college graduates.

Finally, a study of the trainability of relief recipients just completed under the auspices of the Detroit Public Welfare Commission reflects the following: The study committee selected a random sample of 761 family heads who were physically able to work. Of this total, 216 could not take employment aptitude tests because they were illiterate. Another 299 who completed the examinations failed to meet the minimum requirements for training in any of the 23 occupational aptitude patterns established by the Michigan Employment Security Commission. The illiterates and those who failed all tests accounted for two-thirds of the original group. The committee concluded that—

A substantial number of those classified as employable and presently receiving relief are not capable of participating in retraining programs of the kind thought of to date.

BUILDUP OF POWER

This Congress has witnessed an unprecedented reach for power by a Cabinet officer. The Secretary of Labor, Arthur Goldberg, has made approximately 60 appearances before Congress this session in support of various pieces of legislation. It is a conservative estimate that in at least 90 percent of the legislation which he has proposed and supported additional power would be placed in his hands. This power is generated by the fact that the authority of the Secretary of Labor would be substantially extended, both in old and new fields, tremendous additional appropriations would be placed at his disposal, and many, many more employees would be required to administer the programs.

Again and again the Secretary has stated that he is speaking for the present administration, and that there is no need to call the Secretaries of Commerce, Agriculture, Interior, or Health, Education, and Welfare, or the Attorney General, for he is authorized to speak for them. This has been the case even though the particular bill in question would normally fall within the area handled by another Secretary.

This bill is a dramatic example of the Secretary of Labor extending his jurisdiction into the educational field. By all of the normal rules of the game, it should be considered inappropriate and inadvisable for the Secretary who represents and advocates just one segment of our society to be responsible for an educational program which will, in fact, affect all segments. In the past, those responsible for our educational programs, both public and private, have jealously guarded their historic and exclusive rights in this field. Apparently, the New Frontier allocation of power and influence has called for a new assignment of leadership in the educational field and such leadership is to be exercised by the Secretary of Labor.

CONCLUSION

For the reasons stated above, we are opposed to the enactment of this bill. There is every reason to believe that extensive additional studies must be made before legislation of this type can be considered. Even under what could be termed normal times this bill would be inappropriate and harmful rather than helpful. Under today's conditions, it cannot be justified unless it is the intent of Congress to promote the dramatic extension of Federal control under the leadership of the Secretary of Labor into the fields of vocational training and education.

EDGAR W. HIESTAND.
DONALD C. BRUCE.
JOHN M. ASHBROOK.
DAVE MARTIN.

SUPPLEMENTAL VIEWS

The undersigned Republican members of the committee endorse the principle of training unemployed workers in order that they may rejoin the productive mainstream of our economy. We believe the Federal Government shares a responsibility in this field. However, Federal activities must be carefully coordinated with private, State, and local efforts to solve the problem.

We have supported this bill as it was revised in subcommittee and the full committee because we believe that the objective it seeks is desirable. There is, however, one factor which we feel justifies special mention in this report. The training allowance provision in this bill must be made to dovetail with the present unemployment compensation system.

The training program provides an all-Federal payment to the trainee in the amount of the average unemployment compensation payment in the State. Only 10 of the 50 States, plus the District of Columbia, presently permit an unemployed person to enroll in a training program while continuing to collect unemployment benefits. Unless present provisions of the Unemployment Compensation Act are changed, this bill may seriously undermine the present Unemployment Compensation Act. Since training allowances will be paid entirely by the Federal Government, while unemployment allowances are paid from the unemployment compensation fund, this legislation could be a substantial step toward federalizing the entire unemployment compensation system.

Prior to the final vote in the full Education and Labor Committee, an understanding was unanimously reached that this serious loophole should be closed. The matter could not be resolved in our committee because the Ways and Means Committee exercises jurisdiction over the Unemployment Compensation Act. It was understood by the members of our committee that every effort would be made to reach an agreement whereby the chairman of the Ways and Means Committee would, on behalf of the membership of that distinguished committee, present an appropriate amendment to this bill to close this loophole and thereby protect the present unemployment compensation system. If such an amendment is approved by the Ways and Means Committee, the Rules Committee should be asked for a rule making it in order to offer such an amendment on the floor.

It is our sincere belief that unless substantial impact on the unemployment compensation system is eliminated, this bill will be unsound. We would regret being forced to withdraw our support for the bill which, under proper circumstances, could benefit many Americans.

CARROLL D. KEARNS.
PETER FRELINGHUYSEN, Jr.
WILLIAM H. AYRES.
ROBERT P. GRIFFIN.
ALBERT H. QUIE.
CHARLES E. GOODELL.
PETER A. GARLAND.

87TH CONGRESS
1ST SESSION

H. R. 8399

[Report No. 879]

IN THE HOUSE OF REPRESENTATIVES

JULY 31, 1961

Mr. HOLLAND introduced the following bill; which was referred to the Committee on Education and Labor

AUGUST 10, 1961

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Manpower Develop-
4 ment and Training Act of 1961".

5 TITLE I—OCCUPATIONAL TRAINING AND 6 MANPOWER UTILIZATION

7 STATEMENT OF FINDINGS AND PURPOSE

8 SEC. 102. The Congress hereby reaffirms the preeminent
9 importance of achieving maximum employment, production,
10 and purchasing power, in accord with the national commit-

1 ment set forth in section 2 of the Employment Act of 1946,
2 and declares that, to achieve these goals, it is essential there
3 be rapid technological progress. The Congress further de-
4 clares that it is the continuing responsibility of the Federal
5 Government to assist in the development of policies and pro-
6 grams which will result in the adequate development, prepa-
7 ration, and productive use of the manpower resources of
8 the Nation in pursuit of our national goals. The Congress
9 finds that the skills of many persons have been rendered
10 obsolete by dislocations in the economy arising from auto-
11 mation or other technological developments and changes in
12 the structure of the economy; that Government leadership
13 can be helpful in insuring that the benefits of automation
14 do not result in unnecessary unemployment; and that im-
15 proved planning and expanded efforts will be required to
16 assure that men and women will be trained and available
17 to meet shifting employment needs. The Congress further
18 finds that many persons now unemployed or underemployed,
19 in order to become qualified for full employment, must be
20 provided with the opportunity to acquire skills which are
21 or will be in demand in the labor market; that the skills
22 of many persons now employed are inadequate to enable
23 them to participate effectively in the mainstream of the
24 Nation's economy; and that it is in the national interest
25 that the opportunity to acquire new skills be afforded in

1 order to alleviate the hardships of unemployment, reduce
2 the costs of unemployment compensation and public assist-
3 ance and to increase the Nation's productivity and its
4 capacity to meet the requirements of the space age. It is,
5 therefore, the purpose of this Act to authorize the Federal
6 Government to appraise the manpower requirements and
7 resources of the Nation, develop and apply the information
8 and methods needed to deal with the problems of automation
9 and with technological and other types of persistent unem-
10 ployment, and assist in providing for the adequate training
11 and retraining of the Nation's labor force.

12 AUTOMATION AND OCCUPATIONAL TRAINING

13 SEC. 103. To assist the Nation in accomplishing the
14 objectives of technological progress while avoiding or mini-
15 mizing individual hardship and widespread unemployment,
16 the Secretary of Labor shall—

17 (1) evaluate the impact of, and benefits and prob-
18 lems created by automation, technological progress, and
19 other changes in the structure of production and demand
20 on the use of the Nation's human resources; establish
21 techniques and methods of detecting in advance the po-
22 tential impact of such developments; develop solutions
23 to these problems, and publish findings pertaining
24 thereto; and to such ends conduct or cause to be con-
25 ducted within the Department of Labor and other

1 agencies of Government, a comprehensive and contin-
2 uing program of research as may be necessary;

3 (2) promote, encourage, or directly engage in pro-
4 grams of information and communication concerning
5 automation, technological developments, and prevention
6 and amelioration of undesirable manpower effects from
7 such developments;

8 (3) appraise the adequacy of the Nation's man-
9 power development efforts to meet foreseeable man-
10 power needs and recommend needed adjustments; and

11 (4) arrange for the conduct of such research and
12 investigations as give promise of furthering the objec-
13 tives of this Act.

14 IMPROVING LABOR MOBILITY

15 SEC. 104. In order to encourage the mobility of labor,
16 to determine existing impediments to such mobility, and to
17 determine the feasibility and desirability of methods to im-
18 prove the mobility of labor, the Secretary of Labor is di-
19 rected to—

20 (1) establish a program of factual studies of prac-
21 tices of employers and unions which tend to impede the
22 mobility of workers or which facilitate mobility, in-
23 cluding but not limited to early retirement and vesting
24 provisions and practices under private compensation
25 plans; the extension of health, welfare, and insurance

benefits to laid-off workers; the operation of severance pay plans; the operation of seniority systems; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 105.

(2) promote by discussions, publications, and other appropriate means, the development and adoption of equitable practices which improve the mobility of workers.

MANPOWER REPORT

SEC. 105. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1962) a report pertaining to manpower requirements, resources, utilization, and training.

INFORMATION AND RESEARCH

SEC. 106. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, or area or other

1 appropriate basis which shall be used in the educational,
2 training, counseling, and placement activities performed
3 under this Act.

4 APPROPRIATIONS FOR ADMINISTRATION

5 SEC. 107. There is hereby authorized to be appropriated
6 to the Secretary of Labor a sum, not to exceed \$1,770,000
7 for the fiscal year ending June 30, 1962, and not to exceed
8 \$1,670,000 for the fiscal year ending June 30, 1963, to
9 administer the provisions of this title.

10 TITLE II—TRAINING AND SKILL DEVELOP-
11 MENT PROGRAMS

12 RESPONSIBILITY FOR PROGRAMS

13 SEC. 201. (a) In carrying out the purposes of section
14 102 of this Act, the Secretary of Labor shall determine the
15 skill requirements of the economy, develop policies for the
16 adequate occupational development and maximum utiliza-
17 tion of the skills of the Nation's workers, and develop and
18 encourage the development of broad and diversified training
19 programs, including on-the-job training, designed to qualify
20 for employment the many persons who cannot reasonably be
21 expected to secure appropriate full-time employment without
22 such training, and to equip the Nation's workers with the
23 new and improved skills that are and will be required.

24 (b) The Secretary of Labor shall carry out his responsi-
25 bilities under this title through the maximum utilization of

1 all possible resources for skill development available in in-
2 dustry, labor, public and private educational and training in-
3 stitutions, State, Federal, and local agencies, and other ap-
4 propriate public and private organizations and facilities.

5 SELECTION OF TRAINEES

6 SEC. 202. (a) The Secretary of Labor shall provide a
7 program for testing, counseling, and selecting for occupa-
8 tional training those persons who cannot reasonably be ex-
9 pected to secure appropriate full-time employment without
10 training.

11 (b) Although priority in placement for training shall be
12 extended to unemployed persons, the Secretary of Labor
13 shall, to the maximum extent possible, also refer other quali-
14 fied persons for training programs which will enable them to
15 acquire needed skills.

16 (c) The Secretary of Labor shall determine the occupa-
17 tional training needs of such persons, provide for their
18 orderly selection and referral for training under titles III
19 and IV, and provide placement services to persons who have
20 completed their training, as well as counseling services to
21 such persons for an appropriate period after they have been
22 placed.

23 TRAINING ALLOWANCES

24 SEC. 203. (a) The Secretary of Labor may, on behalf of
25 the United States, enter into agreements with States (which,

1 for the purposes of this Act shall include the District of
2 Columbia, Puerto Rico, and the Virgin Islands) under which
3 the Secretary of Labor shall make payments to such States
4 either in advance or by way of reimbursement for the pur-
5 pose of enabling such States, as agents for the United States,
6 to make payment of weekly training allowances to unem-
7 ployed individuals selected for training pursuant to the pro-
8 visions of section 202 of this title and undergoing such train-
9 ing in a program operated pursuant to the provisions of this
10 Act. Such payments shall be made for a period not exceed-
11 ing fifty-two weeks, and the amount of any such payment in
12 any week for individuals undergoing training, including un-
13 compensated employer-provided training, shall not exceed
14 the amount of the average weekly unemployment compensa-
15 tion payment (including allowances for dependents) for a
16 week of total unemployment in the State making such pay-
17 ments during the most recent quarter for which such data
18 are available.

19 With respect to any week for which an individual re-
20 ceives unemployment compensation under title XV of the
21 Social Security Act or any other Federal or State unemploy-
22 ment compensation law which is less than the average weekly
23 unemployment compensation payment (including allowances
24 for dependents) for a week of total unemployment in the
25 State making such payment during the most recent quarter for

1 which such data are available, a supplemental training
2 allowance may be paid. This supplemental training allow-
3 ance shall not exceed the difference between his unemploy-
4 ment compensation and the average weekly unemployment
5 compensation payment referred to above.

6 For individuals undergoing on-the-job training, the
7 amount of any payment which would otherwise be made by
8 the Secretary of Labor under this section shall be reduced by
9 an amount which bears the same ratio to that payment as
10 the number of compensated hours per week bears to forty
11 hours: *Provided*, That in no event shall the payment to such
12 an individual, when added to the amount received from the
13 employer, bring the total to more than the average weekly
14 unemployment compensation payment referred to above.

15 (b) Such training allowances may be supplemented by
16 such sums as may be determined by the Secretary of Labor
17 to be necessary to defray transportation expenses of indi-
18 viduals engaged in training under this title and, when such
19 training is provided in facilities which are not within com-
20 muting distance of their regular place of residence to defray
21 transportation and subsistence expenses for separate main-
22 tenance of such individuals.

23 (c) In order to qualify as an approved training pro-
24 gram, on-the-job training must be compensated by the em-

1 ployer at such rates, including periodic increases, as may
2 be deemed reasonable under regulations hereinafter author-
3 ized, considering such factors as industry, geographical re-
4 gion, and trainee proficiency.

5 (d) No weekly training allowance shall be paid to any
6 person otherwise eligible who, with respect to the week for
7 which such payment would be made, has received or is eligible
8 for unemployment compensation under title XV of the Social
9 Security Act or any other Federal or State unemployment
10 compensation law, but if the appropriate State or Federal
11 agency finally determines that a person denied training al-
12 lowances for any week because of this subsection was not
13 entitled to unemployment compensation under title XV of
14 the Social Security Act or such Federal or State law with
15 respect to such week, this subsection shall not apply with
16 respect to such week.

17 (e) Any agreement under this section may contain such
18 provisions (including, so far as may be appropriate, pro-
19 visions authorized or made applicable with respect to agree-
20 ments concluded by the Secretary of Labor pursuant to
21 title XV of the Social Security Act) as will promote effec-
22 tive administration, protect the United States against loss,
23 and insure the proper application of payments made to the
24 State under such agreement. Except as may be provided

1 in such agreements, or in regulations hereinafter author-
2 ized, determinations by any duly designated officer or agency
3 as to the eligibility of individuals for weekly training allow-
4 ances under this section shall be final and conclusive for any
5 purposes and not subject to review by any court or any other
6 officer.

7 (f) A person who refuses, without good cause, to accept
8 training under this Act shall not, for one year thereafter, be
9 entitled to training allowances.

10 AGREEMENTS WITH STATES

11 SEC. 204. (a) The Secretary of Labor is authorized to
12 enter into agreements with States, or with the appropriate
13 State agency, pursuant to which the Secretary of Labor may,
14 for the purpose of carrying out his functions and duties under
15 this title, utilize the services of the appropriate State agency
16 and, notwithstanding any other provision of law, may reim-
17 burse the State or appropriate agency and its employees
18 for services rendered for such purposes.

19 (b) Any agreement under this section may contain such
20 provisions as will promote effective administration, protect
21 the United States against loss and insure that the functions
22 and duties to be carried out by the appropriate State agency
23 are performed in a manner satisfactory to the Secretary of
24 Labor.

1 RULES AND REGULATIONS

2 SEC. 205. The Secretary of Labor shall prescribe such
3 rules and regulations as he may deem necessary and appro-
4 priate to carry out the provisions of this title.

5 APPROPRIATIONS

6 SEC. 206. There is hereby authorized to be appropriated
7 to the Secretary of Labor a sum, not to exceed \$65,800,000
8 for the fiscal year ending June 30, 1962, and not to exceed
9 \$110,667,000 for the fiscal year ending June 30, 1963, to
10 carry out the provisions of this title.

11 TITLE III—ON-THE-JOB TRAINING

12 DEVELOPMENT OF ON-THE-JOB TRAINING COURSES

13 SEC. 301. (a) The Secretary of Labor shall encourage,
14 develop, and secure the adoption of programs for on-the-job
15 training needed to equip individuals selected for training
16 with the appropriate skills. The Secretary shall, to the maxi-
17 mum extent possible, secure the adoption by private and
18 public agencies, employers, trade associations, labor or-
19 ganizations and other industrial, educational, and community
20 groups which he determines are qualified to conduct effec-
21 tive training programs under this title of such programs as
22 he approves, and for this purpose he is authorized to enter
23 into appropriate agreements with them.

24 (b) The Secretary of Labor shall cooperate with the
25 Secretary of Health, Education, and Welfare in coordinat-

1 ing on-the-job training programs with vocational educational
2 programs conducted pursuant to the provisions of title IV.

3 TRAINING PROGRAM STANDARDS

4 SEC. 302. In adopting or approving any training pro-
5 gram under this title, and as a condition to the expenditure
6 of funds for any such program, the Secretary shall make
7 such arrangements as he deems necessary to insure adher-
8 ence to appropriate training standards and policies, including
9 assurances—

10 (1) that the training content of the program is
11 adequate, involves reasonable progression, and will result
12 in the qualification of trainees for suitable employment;
13 (2) that the training period is reasonable and con-
14 sistent with periods customarily required for comparable
15 training; and

16 (3) that adequate and safe facilities, personnel, and
17 records of attendance and progress are provided.

18 SUPERVISION OF ON-THE-JOB AND RELATED TRAINING

19 PROGRAMS

20 SEC. 303. The Secretary of Labor shall make appro-
21 priate provision for continuous supervision of the on-the-job
22 training programs conducted under this title to insure the
23 quality of the training provided and the adequacy of the
24 various programs.

STATE AGREEMENTS

SEC. 304. (a) The Secretary of Labor is authorized to enter into an agreement with a State, or with the appropriate agency of the State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse such State or appropriate agency for services rendered for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss, and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary of Labor.

RULES AND REGULATIONS

SEC. 305. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

APPROPRIATIONS

SEC. 306. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$2,800,000 for the fiscal year ending June 30, 1962, and not to exceed \$4,800,000 for the fiscal year ending June 30, 1963, to carry out the provisions of this title.

TITLE IV—VOCATIONAL TRAINING

PROVISION OF VOCATIONAL TRAINING

SEC. 401. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of title II of this Act, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide the vocational training needed to equip individuals, referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupation specified in the referrals. Such State agencies shall provide for such training through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. Any such agreement may provide for payment to such State agency of up to 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed individuals, and up to 50 per centum of the cost with respect to other individuals, and shall contain such other provisions as will promote effective administration (including provisions for reports on the attendance and performance of trainees and provision for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the

1 functions and duties to be carried out by such State agency
2 are performed in such fashion as will carry out the purposes
3 of this title. In the case of any State which does not enter
4 into an agreement under this section, and in the case of
5 any training which the State agency does not provide un-
6 der such an agreement, the Secretary of Health, Educa-
7 tion, and Welfare shall provide the needed training by agree-
8 ment or contract with public or private educational or train-
9 ing institutions.

10 COOPERATION WITH SECRETARY OF LABOR

11 SEC. 402. The Secretary of Health, Education, and
12 Welfare shall cooperate with the Secretary of Labor in
13 coordinating vocational education programs with on-the-job
14 training conducted pursuant to the provisions of title III.

15 RULES AND REGULATIONS

16 SEC. 403. The Secretary of Health, Education, and
17 Welfare may prescribe such rules and regulations as he may
18 deem necessary and appropriate to carry out the provisions
19 of this title.

20 APPROPRIATIONS

21 SEC. 404. There is hereby authorized to be appropriated
22 to the Secretary of Health, Education, and Welfare a sum,
23 not to exceed \$28,500,000 for the fiscal year ending June
24 30, 1962, and not to exceed \$42,000,000 for the fiscal year

1 ending June 30, 1963, to carry out the provisions of this
2 title.

3 TITLE V—MISCELLANEOUS

4 APPORTIONMENT OF BENEFITS

5 SEC. 501. For the purpose of effecting an equitable
6 apportionment of Federal expenditures among the States
7 in carrying out the programs authorized under titles II,
8 III, and IV of this Act, the Secretary of Labor and the
9 Secretary of Health, Education, and Welfare, in accordance
10 with uniform standards and in arriving at such standards,
11 shall consider the following factors: (1) the proportion
12 which the labor force of a State bears to the total labor
13 force of the United States, (2) the proportion which the
14 unemployed in a State during the preceding calendar year
15 bears to the total number of unemployed in the United States
16 in the preceding calendar year, (3) the lack of appropriate
17 full-time employment in the State, (4) the proportion
18 which the insured unemployed within a State bears to the
19 total number of insured employed within such State.

20 OTHER AGENCIES AND DEPARTMENTS

21 SEC. 502. (a) In the performance of his functions under
22 this Act, the Secretary of Labor, in order to avoid unneces-
23 sary expense and duplication of functions among Govern-
24 ment agencies, shall use the available services or facilities of

1 other agencies and instrumentalities of the Federal Govern-
2 ment, under conditions specified in subsection (d). Each
3 department, agency, or establishment of the United States
4 is authorized and directed to cooperate with the Secretary
5 of Labor and, to the extent permitted by law, to provide such
6 services and facilities as he may request for his assistance in
7 the performance of his functions under this Act.

8 (b) Funds authorized to be appropriated under this
9 Act may be transferred, with the approval of the Director
10 of the Bureau of the Budget, between departments and agen-
11 cies of the Government, if such funds are used for the pur-
12 poses for which they are specifically authorized and ap-
13 propriated.

14 (c) Subject to the standards and procedures prescribed
15 by section 505 of the Classification Act of 1949, as amended,
16 the head of any agency, for the performance of functions
17 under this Act, including functions delegated pursuant to sub-
18 section (a), may place positions in grades 16, 17, and 18
19 of the General Schedule established by such Act, and such
20 positions shall be in addition to the number of such posi-
21 tions authorized by section 505 of the Classification Act of
22 1949, as amended, to be placed in such grades: *Provided*,
23 That not to exceed a total of ten such positions may be
24 placed in such grades under this subsection, to be appor-

1 tioned among the agencies by the Secretary, with the ap-
2 proval of the Director of the Bureau of the Budget.

3 (d) The Secretary of Labor and the Secretary of
4 Health, Education, and Welfare may make such contracts
5 or agreements, establish such procedures, and make such
6 payments, either in advance or by way of reimbursement,
7 or otherwise allocate or expend funds made available under
8 this Act, as they deem necessary to carry out the provisions
9 of this Act.

10 MAINTENANCE OF STATE EFFORT

11 SEC. 503. No training program which is financed in
12 whole or in part by the Federal Government under this Act
13 shall be approved unless the Secretary of Labor, if the pro-
14 gram is authorized under title III, or the Secretary of
15 Health, Education, and Welfare, if the program is author-
16 ized under title IV, satisfies himself that neither the State
17 nor the locality in which the training is carried out has
18 reduced or is reducing its own level of expenditures for voca-
19 tional education and training, including program operation
20 under provisions of the Smith-Hughes Vocational Education
21 Act and titles I, II, and III of the Vocational Education
22 Act of 1946, except for reductions unrelated to the provisions
23 or purposes of this Act.

SECRETARIES' REPORTS

SEC. 504. (a) Prior to March 1, 1963, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under titles I, II, and III, the need for continuing such programs, and recommendations for improvement.

(b) Prior to March 1, 1963, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under title IV, the need for continuing such programs, and recommendations for improvement. The report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

TERMINATION OF AUTHORITY

SEC. 505. (a) All authority conferred under titles II, III, and IV of this Act shall terminate at the close of June 30, 1963.

(b) Notwithstanding the foregoing, the termination of these titles shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment, or other obligation entered into pursuant to these titles prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under titles II, III, and IV of this Act after December 30, 1963.

APPROPRIATIONS

2 SEC. 506. There is hereby authorized to be appropriated
3 to the Secretaries of Labor, and Health, Education, and Wel-
4 fare such sums as may be necessary to administer the pro-
5 visions of this title, but not to exceed the sum of \$1,600,000
6 for the fiscal year ending June 30, 1962, and not to exceed
7 the sum of \$2,750,000 for the fiscal year ending June 30,
8 1963.

87TH CONGRESS
1ST Session

H. R. 8399

[Report No. 879]

A BILL

Relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

By Mr. HOLLAND

JULY 31, 1961

Referred to the Committee on Education and Labor

AUGUST 10, 1961

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE
(For information
only, should not
be quoted or cited)

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For actions of August 11, 1961
87th-1st, No. 138

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HIGHLIGHTS. Senate debated foreign aid authorization bill. Sens. Aiken and Keating criticized feed grains program. Senate committee voted to report bill to establish Department of Urban Affairs and Housing. Sen. Stennis introduced and discussed bill to authorize USDA cooperation with States in forest research.

SENATE

- FOREIGN AID.** Continued debate on S. 1933, the foreign aid authorization bill (pp. 14440-1, 14475, 14477-555, 14559, 14566-71). By a vote of 39 to 56, rejected an amendment by Sen. Byrd, Va., which would have provided for financing development loans by appropriations authorized annually by Congress rather than by long-term borrowing authority as provided in the bill (pp. 14477-555). Pending at adjournment was an amendment by Sen. Saltonstall, for himself and Sens. Keating, Bush, Dodd, and Morton, to provide for congressional approval of development loans in excess of \$10,000,000 (p. 14555).
- FARM PROGRAM.** Sen. Keating criticized the feed grains program, stated that the latest USDA report on the estimate for the 1961 corn crop "cast a shadow... over the long-boasted success of the administration's emergency feed grain program for 1961," and urged the establishment of a joint congressional Study Commission on Agriculture. Sen. Aiken stated that Sen. Keating's remarks

illustrated why "there was such a rush to enact legislation restricting corn production before these estimates came out" and suggested that "You have not seen anything yet. Wait until you get the October and November estimates. Then you will realize how futile this program is." p. 14465

3. HOUSING. The Government Operations Committee voted to report (but did not actually report) with amendments S. 1633, to provide for the creation of a Department of Urban Affairs and Housing. p. D695
4. EDUCATION. The Labor and Public Welfare Committee voted to report (but did not actually report) without amendment S. 2393, to extend for 1 year authority for Federal assistance for schools in federally impacted areas. p. D696
Sens. Engle, Javits and Morse urged enactment of legislation for this purpose. pp. 14475, 14562-5
5. FARM CREDIT. The Subcommittee on Agricultural Credit and Rural Electrification voted to report to the full Agriculture Committee with amendments S. 1927, to clarify and simplify the lending operations of institutions regulated by the Farm Credit Administration. p. D695
6. FARM LABOR. Sen. Williams, N. J., commended the "constructive thinking and planning of a New Jersey voluntary health agency in ways to improve health services for and health conditions of migratory farm families," and urged enactment of legislation to provide Federal assistance for health services for migratory farm families. p. 14474
7. CORN. Sen. Mundt stated that drought conditions were not as severe in S. Dak. as had been pictured recently and inserted an article on the scenic attractions of the State, "South Dakota's Corn Palace Recalls Flamboyant Times." pp. 14561-2
8. MANPOWER RESOURCES. Sen. Javits submitted an amendment intended to be proposed to S. 1991, the proposed Manpower Development and Training Act of 1961, to authorize the National Advisory Committee which would be established under the bill to encourage and assist in the organization on a plant, community, regional or industry basis of labor-management-public committees. Sen. Javits stated that "Such local committees would provide the local initiative which is essential for the success of the manpower development and training program and also for achieving an increase in the rate of productivity growth in the United States." pp. 14572
9. FISH FLOUR. Sen. Saltonstall discussed the use of a new product, fish flour, saying, "All of our studies indicate that this powder is the cheapest source of animal protein in the world", and inserting the "Summary and Conclusions" of a scientific survey of its use. p. 14447
10. IMPORTS. Sen. Bennett suggested that the U. S. "invoke the Trading With the Enemy Act, and break off all trade with Cuba," and inserted an article, "President Pleads for Prudence--Impatient Nation Taking on Belligerent Mood." pp. 14447-8

press has varied from 9 to 11; and as to the boats, no one seems to be certain as to how many there were, but in my opinion, not very many; few of them of any particular consequence—were brought to the United States, in some instances, with the assistance of the United States. The charge is that U.S. espionage work, CIA activities, and other U.S. activities in Cuba were of no small assistance in getting the planes and boats to the United States.

I believe the American people are entitled to the facts. I think the facts will simply reveal that to be a kind of Communist propaganda. It does not do us any good to hide our heads over it. I said yesterday, and I repeat tonight, that when I was the U.S. representative at the ninth anniversary of the Puerto Rican Commonwealth a few days ago, a considerable number of Latin American officials talked quite frankly to me. They asked if I were aware that a considerable amount of progress had been made by Castroites in many parts of Latin America by statements to the effect that the United States was making a great deal of noise, as one of the diplomats said, in its protests about U.S. planes being taken to Havana, but that nothing was being said by the United States about its involvement in the taking of Cuban planes to Miami and elsewhere in the United States.

Do not worry about what my position was in those arguments. I, of course, came to the defense of my country. I stated that even if we took their premise, which I did not think was true, there was quite a difference between the taking of a commercial airliner, with free American citizens aboard, and, in effect, kidnaping them by taking them to Havana, with all the danger that was involved, and the violation, in my judgment, of their international law rights, and the defection of some Cuban military personnel from the Cuban military establishment and running away with a Cuban plane and landing it in Miami or elsewhere. I said I thought it was perfectly obvious that the differences were so great that it should not take any argument on my part or on the part of anyone else to show that even if the premises of the Latin Americans were correct, the course of action taken by Cuba could not be justified, to whatever extent the Cuban Government might be involved in assisting in the hijacking of any U.S. planes.

But then the argument was made—and I think the State Department should cover this in the memorandum for which I am asking—that the United States could not justify not impounding these planes and waiting for international procedure to act upon them, rather than to let the planes come under the jurisdiction of the judicial process in the United States and be attached in an ex parte hearing, in settlement for debts which private American citizens and economic interests claim are due them by the Cuban Government. I believe the memo-

randum ought to clarify that situation, because not only should the American people know, but the people of Latin America are entitled to know—and we had better see to it that they do know—the reasons for the U.S. Government not exercising such powers as it may have—and as some contend it does have—to impound those planes and to hold them, not subject to any court attachment, until the Organization of American States or some other international tribunal could at least attempt to negotiate some settlement between the United States and Cuba in respect to the property rights, property interests, and claims which the two governments have against each other.

That is what I meant in my reply to those who called me today concerning what I said yesterday. I stand on what I said yesterday. I still think that the wise thing for us to do is to make very clear our official position and our official reasons for the position we have taken concerning our handling of the Cuban planes and boats which have been brought to the United States by those who have escaped from Cuba in them. There is no doubt that those who brought them here did not own them. There is doubt that the planes and boats were the property of the Cubans who brought them here. Therefore, we had better be careful that we do not create a false impression in Latin America that we think it is perfectly all right to take advantage of and accept material gained from those who hijack boats and planes out of Cuba.

On the other hand, there is no justification for anyone hijacking planes out of the United States to Cuba. I believe there is no justification. I believe that the two types of cases are not in the same class at all. But I also know that we are having a hard time making that distinction understood in Latin America. I am of the opinion that in some quarters, in connection with the Montevideo Conference, also, we are having a hard time making it clear. That is why I hope that at a very early hour the State Department will issue a memorandum, at least to the Committee on Foreign Relations, although I should like to have a memorandum, so far as possible, which could be made public, too, and which would clear up what I believe is a growing misunderstanding on the part of many persons in Latin America of the U.S. policy concerning planes and boats which have been taken, illegally, no doubt, from Cuba and brought to the United States.

I am sorry, I say to the staff, for keeping them this long. But I have made this speech for the record because I know it is important in some quarters that the record be made.

TRANSACTION OF ADDITIONAL ROUTINE BUSINESS

By unanimous consent, the following additional routine business was transacted:

INDIVIDUAL VIEWS IN OPPOSITION TO CONFIRMATION OF MAJ. GENE HAL WILLIAMS TO THE GRADE OF BRIGADIER GENERAL IN THE ARMY RESERVE (EX. REPT. NO. 8)

Mrs. SMITH of Maine. Mr. President, on behalf of myself, the Senator from New Hampshire [Mr. BRIDGES], the Senator from Nevada [Mr. CANNON], the Senator from South Dakota [Mr. CASE], the Senator from South Carolina [Mr. THURMOND], the Senator from Connecticut [Mr. BUSH], and the Senator from Massachusetts [Mr. SALTONSTALL], I ask unanimous consent to file individual views opposing the nomination of Maj. Gene Hal Williams.

The PRESIDING OFFICER. Without objection, the views will be received and printed.

Mrs. SMITH of Maine. I also ask unanimous consent to have the views printed in the RECORD at this point.

The PRESIDING OFFICER. Without objection, it is so ordered.

The views are as follows:

VIEWS OF SENATORS SMITH OF MAINE, THURMOND, CANNON, BRIDGES, SALTONSTALL, CASE OF SOUTH DAKOTA, AND BUSH IN OPPOSITION TO THE CONFIRMATION OF THE NOMINATION OF MAJ. GENE HAL WILLIAMS TO THE GRADE OF BRIGADIER GENERAL IN THE ARMY RESERVE

The undersigned members of the Senate Committee on Armed Services, without reflecting on the character or integrity of the nominee, are convinced that Maj. Gene Hal Williams does not possess the military qualifications required for the rank of brigadier general in the Army Reserve. Accordingly, we recommend that the nominee not be confirmed by the Senate to this rank.

BACKGROUND INFORMATION

As of January 16, 1961, Major Williams was named State adjutant general of the State of West Virginia, Army National Guard. By virtue of his office of State adjutant general he holds under State law the State rank of brigadier general. His nomination was submitted to the Senate because of the specific provision of law (sec. 3392, title 10, United States Code) which provides in effect that the adjutant general or assistant adjutant general of a State or territory may, upon being extended Federal recognition, be appointed as a Reserve officer of the Army as of the date he is federally recognized.

The matter of Federal recognition of adjutant generals is controlled by Army regulations and until July 18, 1961, these rules can be characterized by the almost complete absence of any qualitative standards for recognition.

Until July 18, 1961, an adjutant general, in order to be federally recognized, was required to have only three qualifications: (1) Be under age 64; (2) be physically qualified to hold a reserve commission; and (3) have been at some time a member of some component of one of the Armed Forces.

REASONS FOR OPPOSING THE NOMINATION

The undersigned have one purpose in opposing this nomination. It is to raise, for this category of personnel, the standards for promotion in the Army Reserve. Because of his very limited background and experience, it is our view that under no reasonable standard could Major Williams be considered qualified for a three-grade pro-

motion to the rank of brigadier general in the Army Reserve. These are the significant facts as of May 1, 1961, when his nomination was received in the Senate:

(a) He had a military status of only 10 years, beginning in January 1951.

(b) His total active military service was only 2 years, 8 months, and 21 days. This service was performed during 1951-53, all in various units located in the United States. A little less than one-half of this active service was in an enlisted status as distinguished from commissioned officer status. At the time of his appointment as State Adjutant General he had had no command experience above the company grade of captain.

(c) He had been promoted to major in the Army Reserve in only June of 1960.

(d) With respect to his civilian background he had completed his education only 5 years ago in 1956. Since that time it is our understanding that his civilian positions consisted solely of a clerk to a Federal judge and service as an assistant attorney general for the State of West Virginia.

(e) Major Williams was only 32 years of age. While age alone should not normally be a controlling factor, it is significant in the case of Major Williams, because of his limited background and experience.

No significant changes have occurred in the record of Major Williams since May 1, 1961.

It should be emphasized, that this promotion would be a three-grade promotion from major to brigadier general.

NO INTERFERENCE WITH STATE RANK

It should be emphasized that the undersigned oppose only Major Williams' nomination in the Army Reserve, which should be determined solely by Federal standards. No attempt is being made to infringe in any way on the prerogatives of the Governors, who should continue to have the right to accord, under State law, whatever State rank they wish to confer on their adjutants general as officers of the Governor. In most States the State rank of major general is authorized. In at least one State, however, it is understood that upon retirement the adjutant general is accorded the honorary rank of lieutenant general in a State status. The States, under their own State laws, can provide such a State rank as they choose to authorize, even to the extent of a 4- or 5-star rank for their State adjutants general.

At the same time, in establishing standards for appointment in the Army Reserve, which is strictly a Federal component, there should be minimum Federal standards consistent with the requirements which apply to other Reserve and National Guard officers. It is realized that the adjutant general upon leaving office reverts to the rank held immediately prior to his appointment. At the same time, while in office he is eligible for Federal training duty pay based upon the Federal rank he holds as adjutant general. Moreover, if he becomes qualified for retirement pay, such pay is based upon the Federal rank he held as adjutant general.

DEPARTMENT OF DEFENSE POSITION

On July 18, 1961, the Department of Defense wrote to the chairman of the Senate Armed Services Committee advising that the standards for recognizing adjutants general would be raised considerably. In the future, with one exception, an adjutant general, in order to receive a Reserve appointment, must meet the same standards as other National Guard officers and members of the Reserve. They would have to be fully qualified to hold the grade in terms of education and background, total service, and other requirements applicable to Reserve officers. The one exception would be that if an officer were in the grade of colonel he could be advanced two grades to major general if he was appointed to major general under

State law; otherwise, promotions could be only one grade at a time.

The departmental letter was in response to a communication from Senator SMITH requesting Department of Defense comment on the nomination of Major Williams and the desirability of reexamining the present policy of almost automatically appointing adjutant generals to the same rank in the Army Reserve as they hold under State law.

The departmental letter further recommends, however, that the new standards not be applied to the pending list of National Guard nominations. We welcome the new rules which the Army and Air Force will apply in the future to National Guard nominees. At the same time we certainly oppose the departmental position that the Senate is precluded from examining the qualifications of any of the nominees on the pending list.

The test should be whether any nominee under any reasonable standard possesses the qualifications to hold the Reserve rank to which he is nominated. The Senate could use such a standard whether or not the Department of Defense changed its rules for the future.

Application of this qualification standard to Nominee Williams would not set any new precedent, for, as a matter of fact, in recent years the Senate Committee on Armed Services has used such a standard in withholding approval of 12 nominations, including 1 in the National Guard.

For the reasons we have already cited, we do not believe that Major Williams by any test could be found qualified to hold the rank of brigadier general in the Army Reserve.

Distinction of two other names on the list

We realize that there are two names on the list as reported who under the new rules would not be eligible for promotion. Those are Lieutenant Colonel Anderson and Lieutenant Colonel Moeglein, both nominated to be brigadier general. They would be precluded because of the rule against more than one-grade promotions except for colonels.

We would like to point out, however, that both of these nominees are in a different category from Major Williams in terms of background and experience. Lieutenant Colonel Moeglein, who is 48 years old, has possessed a military status for over 23 years and has had extensive active service both during World War II and Korea. He was promoted to the rank of major in 1942 and to lieutenant colonel in 1953.

Lieutenant Colonel Anderson, who is 41 years old, has had a military status for 19 years and had extensive active duty during World War II. He became a major in 1943 and a lieutenant colonel in 1957.

While we do not like a two-grade promotion for these officers, their background and experience places them in a completely different category from that of Major Williams. We think the Senate would be justified in view of these factors to approve of their nominations, and at the same time reject that of Major Williams.

Different rule for assistant adjutants general

We would like to observe that for some years the Army in its regulations has required assistant adjutants general to be fully qualified and, therefore, meet the same promotion standards for Federal recognition that are applied to other guardsmen and reservists. This rule existed upon the premise that if the Adjutant General did not have to qualify under the normal rules, the Assistant Adjutant General should at least meet all of the Reserve qualifications. We might also add that with respect to the new rules, it is our understanding that for a number of years efforts to upgrade the standards for Federal recognition had been

unsuccessful. Until Senator SMITH's letter raised this issue, there was no success in overcoming the general opposition.

PREMISE FOR OPPOSITION

It is our deep conviction that the security of our country demands the highest qualification requirements in the selection of military leaders of all components, particularly those chosen for general officer rank. It is on this premise that we oppose this nomination.

STYLES BRIDGES.

HOWARD W. CANNON.

FRANCIS CASE.

STROM THURMOND.

MARGARET CHASE SMITH.

PRESCOTT BUSH.

LEVERETT SALTONSTALL.

ACT FOR INTERNATIONAL DEVELOPMENT OF 1961—AMENDMENTS

Mr. ELLENDER submitted amendments, intended to be proposed by him, to the bill (S. 1983) to promote the foreign policy, security, and general welfare of the United States by assisting peoples of the world in their efforts toward economic and social development and internal and external security, and for other purposes, which were ordered to lie on the table and to be printed.

Mr. BRIDGES submitted amendments, intended to be proposed by him, to Senate bill 1983, supra, which were ordered to lie on the table and to be printed.

Mr. SALTONSTALL (for himself, Mr. KEATING, Mr. BUSH, Mr. DODD, and Mr. SCOTT) proposed an amendment to Senate bill 1983, supra, which was ordered to be printed.

USE OF MANPOWER RESOURCES—AMENDMENT

Mr. JAVITS. Mr. President, I submit an amendment to the Manpower Development and Training Act of 1961 (S. 1991), to authorize the National Advisory Committee which would be established under this act to encourage and assist in the organization on a plant, community, regional or industry basis of labor-management-public committees. Such local committees would provide the local initiative which is essential for the success of the manpower development and training program and also for achieving an increase in the rate of productivity growth in the United States.

The problem of manpower utilization in an age of rapid technological change is a vital part of the economic and social challenge our Nation faces. This challenge must be met through a mobilization of all our resources in a national productivity drive which will enable us to maintain our competitiveness in international markets and increase our economic power in the face of the growing threat of Soviet imperialism. This challenge must be met in the American way which calls upon the voluntary cooperation of individuals to work out solutions to problems with which they are directly concerned. Labor and management and the public must be drawn together on the local level where there are the roots of the national strength. Indeed, a National Advisory Committee can serve a useful function by providing

broad guidelines for action, by stating national needs, and by supplying coordination and information. A National Advisory Committee cannot adequately come to grips with the local variations of national problems and it cannot act for those whose everyday involvement in production determines the actual shape of the national economy.

For this reason I have introduced bills in the last Congress and this year for the encouragement of grassroots productivity councils. Such local groups, of which there were some 5,000 during the Second World War, now exist in certain industries or in some individual firms and communities. But they work in isolation and more often than not their work is swallowed up by the unemployment problem and by the sweeping effects of technological changes.

Mr. President, I believe that the substantive aims of the Manpower Development and Training Act give us a unique opportunity to plant the seeds of local cooperation throughout the country. The work of plant, community, regional, and industry councils in implementing the purposes of this act is bound to reach over into the other aspects of the larger productivity issue. The important thing is to get these people started on a common working relationship built around a substantive issue of common interest. I believe that my amendment will serve toward this end.

Mr. President, I submit the amendment, and ask that it be printed and lie on the table, and that it be printed in the RECORD.

The PRESIDING OFFICER. The amendment will be received, printed, and will lie on the table; and, without objection, the amendment will be printed in the RECORD.

The amendment was ordered to lie on the table, as follows:

On page 29, line 2, after "Sec. 205.", insert "(a)".

On page 29, after line 12, insert the following:

"(b) The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may pro-

vide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.

"(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs which it deems desirable or for its general activities."

ADDITIONAL APPENDIX MATTERS

By Mr. BRIDGES:

Editorial entitled "When Did Outer Mongolia Cast Off Its Red Shackles?" published in the Saturday Evening Post of August 12, 1961.

Article entitled "For a Better Republic," written by Raymond Moley and published in Newsweek of August 14, 1961.

Article entitled "Retribution, Russ Style" written by George Todt and published in the Los Angeles Evening Herald Express of July 31, 1961.

Article entitled "Khrushchev Tells West: Surrender," published in the Washington Evening Star of a recent date.

By Mr. CARROLL:

Article entitled "CARROLL Says Doctors Can Help Greatly To Bring Down High Price of Drugs," published in Labor, Washington, D.C., on July 22, 1961.

Article entitled "Cold War Parable," written by Roscoe Fleming, published in the Denver (Colo.) Post, on July 29, 1961.

ADJOURNMENT TO MONDAY, AT 11 A.M.

Mr. MORSE. Mr. President, unless the Senator from Nebraska [Mr. HRUSKA] has some item to submit at this time, I now move, in accordance with the order previously entered, that the Senate adjourn until Monday, at 11 a.m.

The motion was agreed to; and (at 9 o'clock and 1 minute p.m.) the Senate adjourned, under the order previously entered, until Monday, August 14, 1961, at 11 a.m.

NOMINATIONS

Executive nominations received by the Senate, August 11, 1961:

DEPARTMENT OF LABOR

Mrs. Esther Peterson, of Virginia, to be an Assistant Secretary of Labor. (New position.)

U.S. MARSHAL

William H. Terrill, of Colorado, to be U.S. marshal for the district of Colorado for the term of 4 years, vice Tom O. Kimball.

IN THE NAVY

Capt. Levering Smith, O71497/1450, U.S. Navy, for temporary promotion to the rank of rear admiral while serving as Technical Director, Special Projects Office, Department of the Navy.

CONFIRMATIONS

Executive nominations confirmed by the Senate August 11, 1961:

U.S. MARSHAL

George A. Bukovatz, of Montana, to be U.S. marshal for the district of Montana for the term of 4 years.

DEPARTMENT OF THE ARMY

Finn J. Larsen, of Minnesota, to be Assistant Secretary of the Army.

ARMY NATIONAL GUARD

To be major general

Brig. Gen. Thomas Patrick Carroll, O1321152, Army National Guard of the United States, for promotion to the grade indicated as a Reserve commissioned officer of the Army, under the provisions of title 10, United States Code, section 3392.

The officers named herein for appointment as Reserve commissioned officers of the Army, in the Adjutant General's Corps, Army National Guard of the United States, under the provisions of title 10, United States Code, section 3392:

To be major generals

Col. Thomas Joseph Donnelly, O384942.
Col. Roderic Lee Hill, O416963.
Col. Leonard Holland, O1289581.
Col. Van Daley Nunally, Jr., O1167144.

To be brigadier generals

Lt. Col. John Samuel Anderson, O1283632.
Lt. Col. Chester James Moeglein, O384958.

IN THE AIR FORCE

The officers named herein for appointment as Reserve commissioned officers in the U.S. Air Force under the provisions of section 8392, title 10, United States Code:

To be brigadier generals

Col. Roy E. Cooper, AO2065909, Wyoming Air National Guard.
Col. William J. Payne, AO362656, North Carolina Air National Guard.
Col. Richard B. Spear, AO795661, Vermont Air National Guard.
Col. Robert J. Martell, AO11168357, California Air National Guard.

The nominations beginning Ben M. Adams, to be colonel in the Regular Air Force, and ending Albert L. Cutress, to be colonel in the Regular Air Force, which nominations were received by the Senate and appeared in the CONGRESSIONAL RECORD on July 31, 1961.

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the President. pp. 15599-600

14. MANPOWER RESOURCES. Began consideration of S 1991, the proposed Manpower Development and Training Act of 1961. See Digest 134 for a summary of the provisions of this bill. pp. 15578-80
15. TRANSPORTATION. The Commerce Committee voted to report (but did not actually report) H. R. 2429, to prohibit damage to, or destruction of, any shipment of freight or express moving in interstate or foreign commerce. p. D744
16. APPROPRIATIONS. Passed as report^{ed} H. R. 8302, the military construction appropriation bill for 1962. Conferees were appointed. pp. 15564-76
17. COOPERATIVES. Sen. Humphrey urged "greater reliance on private investment and the encouragement and development of cooperatives...as a necessary and vital part of our efforts to aid our friends in Latin America," and inserted an article "Cooperatives: A Force for Social Change." pp. 15554-6
18. FARM LABOR. Sens. Burdick and Smith, Mass., urged enactment of legislation for Federal assistance for migratory farm workers and inserted an article, "Help for Migrants." pp. 15562-3
19. CIVIL DEFENSE. Sen. Young, O., discussed the civil defense program and expressed opposition to the construction of fallout shelters by the Department of Defense. pp. 15563-4
20. FOREIGN AID. Sen. Capehart was named in the place of Sen. Carlson as one of the conferees on S. 1983, the foreign aid authorization bill. p. 15564
21. WEATHER MODIFICATION. Sen. Case inserted an item describing the results of cloud-seeding experiments conducted in S. Dak. and Wyo. to produce greater rainfall. pp. 15580-4
22. PRICE STABILITY. Sen Gore and others called for continued price stability as a means of combating inflation and opposed further increases in the price of steel. pp. 15585-94, 15600-14, 15616-21
23. FARM CREDIT. Sen. McCarthy called attention to a provision in S. 1927, to amend the Farm Credit Act of 1933, to require production credit associations to set aside from annual earnings an amount equal to one-half percent of their outstanding loans for a bad debt reserve and expressed hope that action will be taken to provide similar treatment for other financial institutions organized under State laws "to serve the credit needs of farmers of the United States." p. 15600
24. MANPOWER; PUBLIC WORKS. Sen. Clark urged enactment of legislation to provide a vocation retraining program and to authorize an emergency program of State and local public works and inserted a letter he received from the President stating his position regarding such legislation. pp. 15621-2
25. LEGISLATIVE PROGRAM. Sen. Mansfield expressed doubt that Congress could adjourn sine die by mid-September, and stated that after consideration of the manpower training bill the Peace Corps bill would be considered. pp. 15566, 15614

ITEMS IN APPENDIX

26. FARM PROGRAM. Extension of remarks of Sen. Wiley inserting excerpts from his radio address discussing the importance of farming to the national economy. pp. A6572-3
Extension of remarks of Rep. Kyl inserting an editorial, "Is A New Farm Law," commending Rep. Hoeven for his position and opinions during passage of the farm bill. p. A6581
Extension of remarks of Rep. Dwyer inserting an article, "More For Bread," and stating that "it points up very effectively the dilemma which confronts American consumers in the form of agricultural price support legislation." p. A6590
27. CIVIL DEFENSE. Extension of remarks of Sen. Jackson stating that "there is great need to further acquaint citizens of this country with the importance of an adequate civil defense program," and inserting an address describing the work done in the State of Wash. pp. A6575-6
28. SURPLUS COMMODITIES; FOREIGN TRADE. Extension of remarks of Rep. Mathias inserting an article, "United States Applying Brakes To Red Bloc Trade." pp. A6579-80
29. FLOOD CONTROL. Extension of remarks of Sen. Hartke inserting an article, "Flood Protection Preferable To Flood Relief." p. A6582
30. FOREIGN AID. Various insertions favoring and opposing the proposed foreign aid bill. pp. A6582-3, A6583-4, A6586
31. FOREIGN TRADE. Extension of remarks of Rep. Van Pelt inserting a statement submitted discussing the impact of imports and exports on American employment. p. A6585
32. EDUCATION. Extensions of remarks of Rep. Hosmer urging immediate enactment of legislation to aid impacted school areas. pp. A6585-6, A6594, A6596
33. MONOPOLIES. Extension of remarks of Rep. Multer inserting an address, "The Rule of Reason In Antitrust Law." pp. A6592-4
34. CONSERVATION. Extension of remarks of Rep. Marshall inserting an address by Asst. Secretary Ralph, "Soil and Water Conservation: Our Capital Investment In America Future." pp. A6605-7
35. ELECTRIFICATION; COOPERATIVES. Extension of remarks of Rep. Johnson, Wisc., inserting resolutions adopted by the Dairyland Power Cooperative commending Secretary Freeman, the appointment of Administrator Clapp, favoring the establishment of a farm electrification research laboratory, and urging assistance in rural area redevelopment projects. p. A6609

BILLS INTRODUCED

36. EXPENDITURES. H. R. 8844, by Rep. Cederberg, to help maintain the financial solvency of the Federal Government by reducing nonessential expenditures through reduction in personnel in various agencies of the Federal Government by attrition, to the Post Office and Civil Service Committee.
37. FOREIGN TRADE. H. R. 8850, by Rep. Monagan, to protect the domestic economy, promote the national defense and regulate the foreign commerce of the United States

The beauty of this general course of action is that it could lead to a mutual withdrawal of troops from Germany. Here we must bear in mind that it will not be U.S. ground forces that will be the deciding factor in any combat struggle on German territory. It will be a combination of the NATO ground forces and our Air Forces. But, if in return for our troops withdrawing from West Germany, the Soviets withdraw from East Germany, the Soviets are left with a real Pandora's box, since the East Germans are most restive and unhappy. Then, too, there would be no excuse to maintain Soviet troops in Poland to protect Soviet lines of supply, thus giving greater freedom to the Poles.

This course of action would mean that we would be acting, not reacting. And it would result in a Soviet defeat on either the diplomatic—if Khrushchev refused to play—or strategic front. It would also mean that, by taking the initiative, we would be taking the propaganda lead from Khrushchev. And it would get us away from our present position where, in accordance with the recent NATO decision, we are awaiting Khrushchev to come to us with his proposals and explain his position to us.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. PELL. I yield with great pleasure to the Senator from Pennsylvania.

Mr. CLARK. I congratulate the junior Senator from Rhode Island for a very real contribution to the debate, which has been going on in the Senate, with respect to our policy regarding Berlin. The junior Senator from Rhode Island has made a very careful analysis of the situation and has studied it. As his colleagues in the Senate know, he was for many years a member of the Foreign Service of the United States and of the State Department. He recently traveled to Germany, and has made an intensive personal study of the subject.

I commend him on what he has had to say, and invite the attention of all our colleagues to his thoughtful and provocative analysis of a very difficult subject.

Mr. PELL. I thank the Senator from Pennsylvania.

Mr. MANSFIELD. Mr. President, will the Senator yield?

Mr. PELL. I am glad to yield to the Senator from Montana.

Mr. MANSFIELD. In my opinion there is no one in the Senate or, for that matter, in the entire Congress, who is better versed in the field of foreign policy, based on experience and knowledge, than is the distinguished junior Senator from Rhode Island.

I am delighted that he has taken this occasion to keep alive the debate on the question of Berlin and Germany, because in doing so he has once again called to the attention of the Senate and of the country the fact that the future of West Berlin and of Germany, for that matter, is the most immediate and most pressing problem of our time.

That does not mean that Berlin is the only problem. We have problems scat-

tered all over the globe. In fact, we have them in the Far East, in northeast Asia, in the Middle East, in southeast Asia, in Africa, in Latin America, and in Cuba, specifically. As a matter of fact, the area where we do not have problems is the rare exception to the rule at the present time.

Therefore I hope that we can keep aware of the fact that there are other problems besides the problem of Berlin and Germany, and that these problems confront the President of the United States who, in the final analysis, must make the decision as to what we do or do not do concerning them.

I am especially appreciative and grateful to the Senator from Rhode Island for bringing home to the Senate and to the American people his knowledge of the Berlin situation. He visited there not so long ago. He is a man of great integrity. He has a splendid background. Therefore we can benefit from what he has to say. He has done a great service to the country.

Mr. PELL. I thank the Senator from Montana.

Mr. PASTORE. Mr. President, will my colleague yield to me?

Mr. PELL. I yield.

Mr. PASTORE. I should like to add my voice to those of other Senators in praise of the distinguished junior Senator from Rhode Island. I join with them in associating myself with his remarks. I remind the Members of the Senate that we have in CLAIBORNE PELL a well-informed citizen and Member of the Senate who has not only an academic knowledge but also very personal intimate and first hand knowledge of the problems of Europe and their impact on our land and our lives. I congratulate him for the excellent statement he has made today. I know that it will be of interest to the Members of the Senate. I hope they will read and study his able and earnest message to the people of our country.

Mr. PELL. I thank the Senator.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. PELL. I yield.

Mr. MORSE. I have not had an opportunity to read the speech of the Senator from Rhode Island, but I read the memorandum which the Senator from Rhode Island submitted to me some time ago, which I assume was pretty well covered in his speech today. Is that correct?

Mr. PELL. The Senator is correct in his assumption.

Mr. MORSE. If the speech of the Senator from Rhode Island covered the points that he submitted to me on Berlin some days ago, I want the RECORD to show that I associate myself with the observations of the Senator from Rhode Island, because I believe what he has said to the American people through that memorandum and what he has said to the leaders of our Government through the memorandum should be very carefully heeded in this very critical hour.

Mr. PELL. I thank the Senator very much.

Mr. GORE. Mr. President, will the Senator yield?

Mr. PELL. I yield.

Mr. GORE. The Senator from Rhode Island has delivered a very interesting and provocative treatise on a very important and complicated and delicate subject. In doing so, however, he has applied the benefit of his experience, his firsthand knowledge, his broad understanding. I commend his speech to the attention of the Senate. I congratulate him.

Mr. PELL. I think the Senator very much.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had passed, without amendment, the following bills of the Senate:

S. 242. An act for the relief of Mary Dawn Polson (Emmy Lou Kim) and Joseph King Polson (Sung Sang Moon);

S. 333. An act for the relief of Godofredo M. Herzog;

S. 606. An act to provide for the construction of a shellfisheries research center at Milford, Conn.;

S. 705. An act for the relief of Norman T. Burgett, Lawrence S. Foote, Richard E. Forsgren, James R. Hart, Ordeen A. Jallen, James M. Lane, David E. Smith, Jack K. Warren, and Anne W. Welsh;

S. 731. An act for the relief of Charles F. Tjaden;

S. 1054. An act for the relief of Huan-pin Tso;

S. 1100. An act for the relief of Sang Man Han;

S. 1179. An act for the relief of Alicja Zakrezewska Gawkowski;

S. 1205. An act for the relief of Roger Chong Yeun Dunne;

S. 1335. An act for the relief of W. B. J. Martin;

S. 1347. An act for the relief of Georgia Ellen Thomason;

S. 1443. An act for the relief of Mrs. Tyra Fenner Tynes;

S. 1450. An act for the relief of Shim Dong Nyu (Kim Christine May);

S. 1527. An act for the relief of James D. Jalili; and

S. 1622. An act to amend the Atomic Energy Community Act of 1955.

The message also announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 2034) to amend the Communications Act of 1934, as amended, in order to expedite and improve the administrative process by authorizing the Federal Communications Commission to delegate functions in adjudicatory cases, repealing the review staff provisions, and revising related provisions.

The message further announced that the House had passed the following bills and joint resolution, in which it requested the concurrence of the Senate:

H.R. 29. An act to amend section 216(b) of the Merchant Marine Act, 1936, as amended, to permit the appointment of U.S. nationals to the Merchant Marine Academy;

R.R. 2308. An act to amend the Ship Mortgage Act, 1920, with respect to its applicability to certain vessels;

H.R. 3156. An act to make the Panama Canal Company immune from attachment or garnishment of salaries owed to its employees;

H.R. 3879. An act to authorize and direct the Secretary of Agriculture to convey to the State of Wyoming for agricultural purposes certain real property in Sweetwater County, Wyo.;

H.R. 5939. An act to amend chapter 35 of title 38, United States Code, to provide that after the expiration of the Korean conflict veterans' education and training program, approval of courses under the war orphan's educational assistance program shall be by State approving agencies;

H.R. 6732. An act to amend the Merchant Marine Act, 1936, as amended, to encourage the construction and maintenance of American-flag vessels built in American shipyards;

H.R. 6974. An act to amend section 607 (b) of the Merchant Marine Act, 1936, as amended;

H.R. 7916. An act to expand and extend the saline water conversion program being conducted by the Secretary of the Interior; and

H.J. Res. 499. Joint resolution authorizing a celebration of the American patent system.

HOUSE BILLS AND JOINT RESOLUTION REFERRED OR PLACED ON THE CALENDAR

The following bills and joint resolution were severally read twice by their titles, and referred, or placed on the calendar, as indicated:

H.R. 29. An act to amend section 216(b) of the Merchant Marine Act, 1936, as amended, to permit the appointment of U.S. nationals to the Merchant Marine Academy;

H.R. 2308. An act to amend the Ship Mortgage Act, 1920, with respect to its applicability to certain vessels;

H.R. 3156. An act to make the Panama Canal Company immune from attachment or garnishment of salaries owed to its employees;

H.R. 6974. An act to amend section 607(b) of the Merchant Marine Act, 1936, as amended; and

H.R. 7916. An act to expand and extend the saline water conversion program being conducted by the Secretary of the Interior; to the Committee on Commerce.

H.R. 3879. An act to authorize and direct the Secretary of Agriculture to convey to the State of Wyoming for agricultural purposes certain real property in Sweetwater County, Wyo.; to the Committee on Agriculture and Forestry.

H.R. 5939. An act to amend chapter 35 of title 38, United States Code, to provide that after the expiration of the Korean conflict veterans' education and training program, approval of courses under the war orphan's educational assistance program shall be by State approving agencies; to the Committee on Labor and Public Welfare.

H.R. 6732. An act to amend the Merchant Marine Act, 1936, as amended, to encourage the construction and maintenance of American-flag vessels built in American shipyards; placed on the calendar.

H.J. Res. 499. Joint resolution authorizing a celebration of the American patent system; to the Committee on the Judiciary.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar 626, S. 1991.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 1991) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Montana.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Committee on Labor and Public Welfare, with an amendment, to strike out all after the enacting clause and insert:

That this Act may be cited as the "Manpower Development and Training Act of 1961".

TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION

Statement of Findings and Purpose

SEC. 102. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirement of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be provided with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

Evaluation, Information, and Research

SEC. 103. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods for detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto;

(2) establish a program of factual studies of practices of employers and unions which tend to affect mobility of workers, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance plans; and the use of extended leave plans for education and training purposes;

(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of and providing useful work experience and training opportunities for untrained and inexperienced youth;

(4) promote, encourage, or directly engage in programs of information and communication concerning manpower requirements, development, and utilization, including prevention and amelioration of undesirable manpower effects from automation and other technological developments and improvement of the mobility of workers; and

(5) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

Skill and Training Requirements

SEC. 105. The Secretary of Labor shall develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, training activities, and employment trends on a National, State, or area or other appropriate basis which shall be used in determining the educational, training, counseling, and placement activities performed under this Act.

Manpower Report

SEC. 106. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1962) a report pertaining to manpower requirements, resources, utilization, and training.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

Part A—Duties of the Secretary of Labor General Responsibility

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training and retraining programs, including on-the-job training designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required.

Selection of Trainees

SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall provide a special program for the testing, counseling, and selection of youths,

sixteen years or older, for occupational training and further schooling. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall also refer other persons qualified for training or retraining programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to persons to be trained for skills needed within the State of their residence.

(c) The Secretary of Labor shall determine the occupational training or retraining needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred.

Weekly Training Allowances

SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States to make payment of weekly Federal training allowances to individuals selected for training pursuant to the provisions of section 202 and undergoing such training. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for individuals undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available.

For individuals undergoing on-the-job training the amount of any payment by the Secretary of Labor under this section shall be reduced by a proportion equal to the ratio that the number of compensated hours per week bears to forty hours.

(b) Such weekly training allowances may be supplemented by such sums as may be determined by the Secretary of Labor to be necessary to defray transportation and subsistence expenses for separate maintenance of individuals engaged in training under this title including compensated full-time on-the-job training, when such training is provided in facilities which are not within commuting distance of their regular place of residence: *Provided*, That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding the rate of \$35 per week; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile: *And provided further*, That where due to the unusual circumstances the maximum per diem allowance would be more than the amount required to meet the actual and necessary expenses the Secretary may prescribe conditions under which reimbursement for such expenses may be authorized on an actual expense basis.

(c) Except where the Secretary of Labor finds such training allowances are necessary to provide occupational training for youths over sixteen but under twenty-two years of age, such training allowances shall be limited to unemployed persons who have had not less than three years of experience in gainful employment and who are heads of families or heads of household as defined in the Internal Revenue Code.

(d) After June 30, 1963, any amount paid to a State for training allowances under this

section shall be paid on condition that such State shall bear 50 per centum of the amount of such allowances.

(e) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

(f) A person who refuses, without good cause, to accept training under this Act shall not, for six months thereafter, be entitled to training allowances.

(g) Any agreement under this section, may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of individuals for weekly Federal training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

On-the-job Training

SEC. 204. (a) The Secretary of Labor shall develop, and shall secure the adoption of programs for on-the-job training needed to equip individuals selected for training with the appropriate skills, including wherever appropriate special program for youths over sixteen years of age. The Secretary shall, to the maximum extent possible, secure the adoption of programs by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective on-the-job training programs.

(b) The Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs conducted pursuant to the provisions of this title.

(c) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

(1) that wages paid to trainees are not less than those customarily paid in the training establishment and in the community to learners on the same job; and

(2) that adequate and safe facilities, personnel, and records of attendance and progress are provided.

(d) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

National Advisory Committee

SEC. 205. The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training,

and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

Reports on Operation of Training Programs

SEC. 206. The Secretary shall develop, compile and make available information concerning—

(1) the number and types of training and retraining activities conducted under this Act;

(2) the number of unemployed persons who have secured full-time employment in fields related to such training or retraining; and

(3) the nature of such employment.

State Agreements

SEC. 207. (a) The Secretary of Labor is authorized to enter into an agreement with a State, or with the appropriate agency of the State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse such State or appropriate agency for services rendered for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a satisfactory manner.

Rules and Regulations

SEC. 208. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

Part B—Duties of the Secretary of Health, Education, and Welfare

General Responsibility

SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training or retraining needed to equip individuals referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals. Such State agencies shall provide for such training or retraining through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. Any such agreement shall provide for payment to such State agency of 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed individuals, and 50 per centum of the cost with respect to other individuals referred under this Act, and shall contain such other provisions as will promote effective administration (including provision for reports on the attendance and performance of trainees and provision for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title: *Provided*, That after June 30, 1963, any amount paid to a State to carry out an agreement authorized by this part shall be paid on condition that such State shall bear 50 per

centum of such cost. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

Rules and Regulations

SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

TITLE III—MISCELLANEOUS

Apportionment of Benefits

SEC. 301. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the amount of underemployment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State. For this purpose, the word "State" shall be defined to include the District of Columbia, Puerto Rico, and the Virgin Islands.

Maintenance of State Effort

SEC. 302. No training or retraining program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that the State and/or the locality in which the training is carried out is not reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

Other Agencies and Departments

SEC. 303. In the performance of his functions under this Act, the Secretary of Labor, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and, to the extent permitted by law, to provide such services and facilities as he may request for his assistance in the performance of his functions under this Act.

Appropriations

SEC. 304. (a) There are authorized to be appropriated to the Secretary of Labor and the Secretary of Health, Education, and Welfare, respectively, such sums as are necessary and appropriate to carry out the provisions of this Act. The total of such sums shall not exceed \$90,000,000 for the fiscal year 1962,

\$165,000,000 for the fiscal year 1963, and \$200,000,000 for each of the two succeeding fiscal years.

(b) Funds appropriated under the authorization of this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

(c) Any equipment and teaching aids purchased by a State or local vocational educational agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

(d) No portion of the funds to be used under part B of this Act shall be appropriated directly or indirectly to the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in training under part B.

(e) Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated.

Additional Positions

SEC. 305. Subject to the standards and procedures prescribed by section 505 of the Classification Act of 1949, as amended, the head of any agency, for the performance of functions under this Act, including functions delegated pursuant to section 303, may place positions in grades 16, 17, and 18 of the General Schedule established by such Act, and such positions shall be in addition to the number of such positions authorized by section 505 of the Classification Act of 1949, as amended, to be placed in such grades: *Provided*, That not to exceed a total of ten such positions may be placed in such grades under this subsection, to be apportioned among the agencies by the Director of the Bureau of the Budget.

Authority to Contract

SEC. 306 (a) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, as may be necessary to carry out the provisions of this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist establishments in relocating from one area to another. The limitation set forth in this subsection shall not be construed to prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that the assistance in the establishment of such branch, affiliate, or subsidiary will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

Termination of Authority

SEC. 307(a) All authority conferred under title II of this Act shall terminate at the close of June 30, 1965.

(b) Notwithstanding the foregoing, the termination of title II shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment or other obligation entered into prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under title II of this Act after December 30, 1965.

DESALINIZATION OF WATER LEGISLATION AND WEATHER MODIFICATION

Mr. CASE of South Dakota. Mr. President, this morning the Committee on Interior and Insular Affairs conducted hearings on S. 2156, S. 22, and other bills relating to desalinization of water, a very important field in the development and use of water resources.

There is another field in which I am equally interested. That is the possibility of cloud modification and the increase in rainfall. Recently three or four counties in western South Dakota and counties in Wyoming have engaged in cloud-seeding operations.

Among the fliers working with aircraft directly in and below the clouds was Mr. Harold "Shag" Shelden, Jr. I have been privileged to get a log of his seeding operations. It is, so far as I know, one of the most carefully prepared records yet compiled in the field of cloud conditions, with respect to what was done and what happened. I believe the log of his several flights will be of great interest in this area of research.

I ask unanimous consent, therefore, to insert in the RECORD at this point this remarkable documentary by a World War II pilot, "Shag" Shelden, who is now a rancher in southeastern Montana.

There being no objection, the log was ordered to be printed in the RECORD, as follows:

AIR LOG OF HAROLD "SHAG" SHELDEN, JR., DURING CLOUD-SEEDING OPERATIONS

April 22 (5-6:15 p.m.)—Alzada area (first seeding flight): 12,000-foot seeding altitude, 3,500-foot terrain, -5° C. temperature at seeding level.

Cloud was of thunderhead appearance with unusually wide extension of base roll at around 7,000 feet; considerable lightning was in evidence and moderate turbulence was encountered.

Seeding: Entry into and breakthrough base roll was effected while on climbout to seeding area—in the clear at 10,000 feet above base roll. General build-up was in vicinity of Alzada and entry was at 11,000 feet with one burner on. Turbulence seemed to increase and lightning bolts were sharp. Twenty-minute seeding in cloud was accomplished; heavy amounts of rain and ice crystals were encountered. Cloud was moving northeast. Broke into clear at a point in line with Albion, Mont., and Belle Fourche at 6,000 feet which was about 15 miles northeast of point where initial seeding started.

Results: Heaviest amount reported was 1.57 inches in capital vicinity downwind from initial seeding area.

Crew member and observer: Verle Pierce, rancher, Alzada.

April 23 (10 to 11:30 a.m.), Hammond, Mont.: 12,000-foot seeding level, 3,500-foot terrain, -7° C. seeding temperature.

Cloud: Entire area covered by cloud layer, the ceiling being about 6,000 feet and tops at 10,000 feet. Only one buildup could be seen after breaking into clear on top, estimated to be just east of Hammond, Mont.

Seeding: Entry at 12,000 feet with one burner, air was very smooth and considered to be below minimums of stability rate required for effective seeding. Considerable ice crystals were visible with moderate frost-like accumulation on aircraft occurring. Twenty minutes circular seeding pattern was accomplished.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only
should not be quoted
or cited)

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For actions of August 23, 1961
87th-1st, No. 146

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HIGHLIGHTS: Senate passed manpower training bill. Senate debated Peace Corps bill. House committee voted to report bill to establish Department of Urban Affairs and Housing. Rep. Breeding introduced and discussed bill to permit planting of barley on land taken out of wheat production.

HOUSE

1. MIGRANT LABOR. The "Daily Digest" states that the Rules Committee "Denied a rule on H. R. 7812, to provide for the registration of contractors of migrant agricultural workers." p. 1757
2. CENTENNIALS. The Judiciary Committee reported without amendment S. J. Res. 98, to provide for the observance of the centennial of the enactment of the Homestead Act (H. Rept. 1017). p. 15792
3. APPROPRIATIONS. Conferees were appointed on H. R. 8302, the military construction appropriation bill. Senate conferees have already been appointed. p. 15749
4. PERSONNEL. Received from the Civil Service Commission a proposed bill "to amend section 7 of the Administrative Expenses Act of 1946, as amended"; to Government Operations Committee. p. 15792
The Subcommittee No. 1 of the Armed Services Committee voted to report to the full committee with amendments H. R. 8765, to amend and clarify the reemployment

provisions of the Universal Military Training and Service Act. p. D755

5. HOUSING. The Government Operations Committee voted to report (but did not actually report) with amendments H. R. 8429, to establish a Department of Urban Affairs and Housing. p. D756

6. EXPORTS. The Rules Committee reported without amendment (H. Rept. 1027) H. Res. 403, creating a select committee to conduct an investigation and study of the administration, operation, and enforcement of the Export Control Act of 1949 and related acts. p. 15792

7. LANDS. The Interior and Insular Affairs Committee voted to report (but did not actually report) with amendments H. R. 6630, relating to the conveyance of certain parts of rights-of-way by railroad companies. p. D756

The Subcommittee on Rivers and Harbors of the Public Works Committee voted to report to the full committee H. R. 7888, to extend the time within which the land in certain reservoir projects in Texas may be reconveyed to the former owners thereof. p. D757

SENATE

8. MANPOWER RESOURCES. By a vote of 60 to 31, passed with amendments S. 1991, the proposed Manpower Development and Training Act of 1961. pp. 15688-702, 15704-10
Agreed to the following amendments:

By Sen. Javits, to provide that the National Advisory Committee on manpower resources shall assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of the bill. pp. 15689-91

By Sen. McNamara, to provide that persons receiving training shall be entitled to receive unemployment compensation in excess of the weekly training allowances. p. 15694

By Sen. Prouty, to provide that any person who refuses to accept retraining shall not be entitled to receive training allowances for 1 year (rather than 6 months) after such refusal. pp. 15694-5

By Sen. Prouty, to limit the training allowance paid to an individual undergoing on-the-job training to an amount, which, when added to the payment from the employer, will not exceed the average weekly unemployment compensation payment. p. 15695

By Sen. Prouty, as modified, 53 to 39, by a substitute amendment by Sen. Clark to limit to 5 percent of the total authorization the amount of training allowances which may be paid to youths between ages 16 and 22. pp. 15705-8

Rejected, 43 to 44, an amendment by Sen. Prouty to reduce the program to 2 years (rather than 4 years) and provide authorizations of \$255 million (rather than \$655 million). pp. 15700-02

9. PEACE CORPS. Began debate on S. 2000, to provide for the establishment of a Peace Corps. pp. 15712-33, 15686-8

10. FARM PROGRAM. Sen. Miller inserted an article, "After 6 Months Freeman Finds Few Know His Problems," and an editorial from Nation's Agriculture by Charles B. Shuman, "Land Reform," stating that "The only land reform American farmers need is greater opportunity - not more restrictions." pp. 15742-3

11. WILDERNESS AREAS. Sen. Moss submitted an amendment intended to be proposed to S. 174, the wilderness areas bill. p. 15662

be getting more out of the 2 years than we are able to help."

Whoever gains from this experiment in binational living, one thing is certain: The problems which the Peace Corpsmen chosen from the Rutgers group are going to face in Colombia are immense and any contribution the group makes will be important.

The Colombian project is one in community development. Colombia, a nation whose independence came only 25 years after that of the United States, is a much-tortured Latin American land of 14 million persons, where the average annual income is under \$300 a person. More than half of the population lives off the soil, many of them in tenancy conditions and most of them in below-standard arrangements. This is not an underdeveloped land, but rather maldeveloped. For there is great wealth, large and booming industrial cities, and one of the more stable democratic governments in Latin America. The sharp edge of poverty has been blunted in parts of the country by enlightened regional development schemes and the prosperity of industry in some of the cities.

But Colombia's problems are still immense. The Peace Corpsmen who will work in small communities far from the big cities and deep in the rugged interior of Colombia will need jack-of-all-trades resourcefulness, for they will be tackling problems of general poverty, low production, poor sanitation and health standards, land misuse, and a host of others. Together with more than 50 young Colombians—now undergoing similar training near Bogotá, Colombia's capital—the American volunteers will help build schools, roads, sanitation facilities; lay water and sewage pipelines; drill wells; organize youth clubs and community programs; work out more efficient farm production methods; and train others to do the work they are doing.

But perhaps most important of all these American volunteers will have opportunity to make friends and to share ideas with Colombians whose opportunities have not been so great, but whose willingness to work and grow and develop is just as great.

Much of the training I have witnessed here for several days is aimed at making the Peace Corps volunteer as prepared as possible for his 2-year stay in Colombia. But the individual American's own ingenuity will probably be most important in the long run.

Classes are being held in a wide variety of fields—taking up most of the waking day for the 81 trainees. Spanish is a key factor in this program. While many of the group had Spanish in high school or college, most of them require extensive work in language—so much so that some of the program officials want to extend the 8-week training period, which ends the last week in August, for another week.

Colombian history, culture, and Government are being taught by two specialists in the Latin American field: Profs. J. Leon Helguera of North Carolina State College and Frederick B. Pike of the University of Notre Dame. In this connection, I came to Rutgers to assist them in presenting a brief look at 16th- and 17th-century Colombian history—and gave two formal lectures and then spent a number of hours talking informally to the trainees.

What I saw was encouraging. On the basis of a brief stay it seemed to me that the overwhelming majority of trainees were good, solid examples of the best that American youth has to offer. Courteous to the extreme, they seemed full of fun and good spirits. Most of those with whom I spoke said they were not sure of the reasons they signed up—although still feeling it was a right decision. But many said their parents were opposed to it.

Most of those in training had either completed university or were midway through

the 4-year program. A few were high school graduates; several others had gone beyond the B.A. degree for graduate work.

The trainees represent 35 of the States; they come mostly from middle-income backgrounds, although a few are from wealthy homes; and probably the majority of them are from Republican homes—this latter an impression I received from talking with about half of the group. Unofficially, the group's religious orientation—which is not a test of their qualification for the Peace Corps—was in interesting average of this Nation's overall breakdown: 23 Roman Catholics, 3 Jewish, 2 Christian Scientists, and the rest (53) Protestant.

Administering this pilot Peace Corps project is the Cooperative for American Relief Everywhere, Inc., better known as CARE, which in collaboration with the Colombian Government and with the financial underwriting of the Federación Nacional de Cafeteros de Colombia (the National Federation of Coffee Growers of Colombia), recently embarked on a community development program for Colombia. The establishment of the Peace Corps and the sending of American volunteers to Colombia fit neatly into the CARE program.

The actual villages into which the trainees will go are being selected carefully. In these villages, the Peace Corpsmen will find illiteracy rampant—2 years of schooling is about the most that villagers can hope for—and they will encounter a way of life that has allowed for little amusement and sport. But the people the Peace Corpsmen will encounter, in the carefully selected areas, are by nature quite friendly and outgoing.

And it may well be that the really lasting effect of the Peace Corps experiment will be a two-way affair. These Colombian villagers will be helped to a better life; but, equally importantly, the American volunteers will be helped to better understand the wants and desires of people who have had less opportunity to share in the abundance that has characterized the growth of society in the United States.

"Perhaps," said one of the many special lecturers brought to Rutgers to talk to the trainees, "your most significant contribution will be what you can convey of the country and people of Colombia to your countrymen at home."

EXHIBIT 2

PEACE CORPS' JOB WILL BE TO EDUCATE THE WORLD'S PEASANTS

(By Frank N. Manitzas)

(EDITOR'S NOTE.—U.S. Peace Corps workers heading for Chile this fall will team up with a Chilean organization already busily at work among the nation's peasants. Because the organization is controversial there have been some misgivings, though few take issue with the aims of the Corps. Last of four articles on Peace Corps missions.)

SANTIAGO, CHILE.—Slowly but steadily, a young organization is literally building new hope among Chile's uneducated rural laborers and peasants.

It is the Institute of Rural Education (IER), whose self-help program made it a natural choice to be among the first to work with the U.S. Peace Corps.

Some 40 young U.S. men and women—average age 23—will arrive here in October. Their job will be to pass on knowledge of agriculture techniques, improved housekeeping and nursing practices, engineering skills, and health standards.

Generally, the Volunteers for Peace—as they are called in Chile—will help those with little, if any, formal schooling to learn to live better.

The Peace Corps will find some supporters and many doubters. They also will face additional obstacles, for the institute is controversial in Chile. Some U.S. officials at

the Embassy gave expressed misgivings on that score.

No one publicly objects to the institute's goal: "To mold a new spirit, encourage progress, and educate people toward better living standards."

Nor does anyone protest at length about the function of the Peace Corps: "To make available a pool of trained manpower to help other countries meet urgent needs."

However, there are complaints. The major ones voiced here against each organization are: "They should mind their own business and quit trying to change everything. They do more harm than good by stirring up everyone."

The reform-minded IER does not find much verbal support from the Chilean Government, although by law it receives financial aid. Because of unknown political and tangible results of the Peace Corps projects, there were sighs of relief from President Gorge Alessandri's government when the volunteers agreed to work on a private-contract basis.

Both governments are legally on the outside looking in, as advisers on the 2-year pact signed by the IER and the 34 universities making up the Indiana Conference of Higher Education. Notre Dame is the controlling university.

Officially, the institute is nonsectarian and nongovernmental in operation. Besides receiving approximately 65 percent of its \$500,000 annual budget from the Government, the IER said 20 percent more comes from Roman Catholic Church organizations. The International Cooperative Administration provides about 10 percent, and private contributions make up the rest.

The Roman Catholic Church does take an interest in the IER, but has no control, said Jaime Larrain, president of the institute. A wealthy landowner, Larrain draws criticism for his stanch views on the controversial subject of agrarian reform. He sold some property recently for a Government land redistribution project.

The Peace Corps' big job will be to help educate the peasants. This is a field in which the institute has achieved a notable record for 5 years.

Chile's literacy rate is one of the highest in Spanish-speaking countries. But 20 percent are unable to read and write, and another estimated 20 percent are classed as semi-illiterate, having completed less than 3 years formal schooling.

Approximately 400,000 children are not receiving the state-required minimum education this year because of insufficient teachers, school facilities, and family income.

To fill this gap, the institute steps forth with what it calls central camps, periodicals with self-teaching and self-construction ideas and a highly successful 15-minute daily educational radio program.

At Malloco, a town of 2,500 only 16 cents and 25 minutes by bus from Santiago, the IER has a leader's training course. There, Peace Corpsmen will receive final briefings.

Also at Malloco, and at 10 other camps throughout Chile, the IER conducts beginner's courses. With reading and writing—because many are illiterate—the students are exposed to handicrafts, Chilean history and moral and physical well-being.

Peace Corps volunteers working the central camps will find no courses in physics, chemistry, or biology. But there is carpentry, and instruction on proper uses of sprays and fertilizers, weeding and pruning, health care, sanitation, home nursing, and the like.

Almost half of Chile's 7,340,000 people are the target of the IER and the Peace Corps. These live in the rural areas, where many listen to the radio programs providing instruction for some 60,000 students.

Said Hernan Poblete, director of the radio school: "We wondered how effective our programs were, so we took a poll. Look at this

from Choapa (a town in drought-stricken Coquimbo Province). A school with 159 students and only 1 book—the personal property of the teacher. And in the south near Valdivia, a teacher wrote: "We have no books, no tools, no crafts, no land, but we have a radio and so we learn."

Of the 2,670 students to complete the institute, 125 have been made leaders.

"If it is to help people, we do it," said Santos Rojas, 25, leader of the Santiago district.

Rojas tours the countryside by bus, by horse, by foot. He and others helped create more than 400 youth clubs which specialize in various self-education programs. He has no expense account and lives on his \$100 monthly salary.

Mr. MANSFIELD. Madam President, I suggest the absence of a quorum.

The ACTING PRESIDENT pro tempore. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Madam President, I ask unanimous consent that the order for a quorum call be rescinded.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

The Senate resumed the consideration of the bill (S. 1991) relating to the occupational training development, and use of the manpower resources of the Nation, and for other purposes.

PRIVILEGE OF THE FLOOR EXTENDED TO ADDITIONAL STAFF MEMBERS OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE

Mr. CLARK. Madam President, I ask unanimous consent that during the consideration of S. 1991 additional staff members of the Committee on Labor and Public Welfare may be accorded the privilege of the floor.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

Mr. CLARK. Madam President, I ask that the Senate proceed to consider the committee amendment.

The ACTING PRESIDENT pro tempore. The committee amendment is in the nature of a substitute, and is now open to further amendment.

Mr. CLARK. Madam President, a parliamentary inquiry.

The ACTING PRESIDENT pro tempore. The Senator will state it.

Mr. CLARK. It is my understanding that all appropriate legislative procedures have been taken so that the committee amendment may now be considered as the bill before the Senate. Is that correct?

The ACTING PRESIDENT pro tempore. The Senator is correct.

Mr. CLARK. I thank the Chair. The bill, S. 1991, sponsored by the Kennedy administration and reported unanimously by the Committee on Labor and Public Welfare, is an effort to give further legislative authority to the policy directive contained in the Employment Act of 1946, from which I quote in part:

DECLARATION OF POLICY

SEC. 2. The Congress hereby declares that it is the continuing policy and responsibility of the Federal Government to use all practicable means consistent with its needs and obligations and other essential considerations of national policy, with the assistance and cooperation of industry, agriculture, labor, and State and local governments, to coordinate and utilize all its plans, functions, and resources for the purpose of creating and maintaining, in a manner calculated to foster and promote free competitive enterprise and the general welfare, conditions under which there will be afforded useful employment opportunities, including self-employment, for those able, willing, and seeking to work, and to promote maximum employment, production, and purchasing power.

That retraining is an essential tool in the effort to find jobs for idle workers is, I think, admitted by all, and certainly is elaborately established in the extensive hearings before the Subcommittee on Employment and Manpower of the Committee on Public Welfare of which I have the honor to be the chairman.

The importance of retraining has also been stressed by the President of the United States in the message on this subject which he sent to Congress earlier this year.

Let me stress at the outset that the bill proposes no utopia. If the bill should be enacted, it will not solve the unemployment problem which continues to plague us. It will, I am confident, result in the retraining of many Americans in skills which will enable them to get jobs which are not available to them at present. But we shall have to do much more than to pass the bill in order to reduce unemployment in the United States to acceptable levels. The bill will, however, start a program to provide new skills for some of the unemployed, so that they can go back to work.

The President stated last fall, and it has been reiterated by many others since, that it will be necessary to find 25,000 new jobs each week for the foreseeable future, in order to bring unemployment down to acceptable levels. That is a gigantic task. The bill, if enacted, will help significantly.

The need for the new jobs arises from two major factors: The first is automation and technological developments, which displace the jobs of many workers; the second is the very substantial increase in the labor force due to the increase in births and the decrease in deaths which have occurred since the end of World War II. The bill would attack this problem in the following way:

First, the Secretary of Labor is directed to find out where job opportunities are. This is a most important part of the proposed legislation and is set forth in full in title I. We do not really know today what our manpower requirements are. We do not know really what skills are in short supply. We do not know what the requirements for everything from ditchdigger to nuclear physicist are likely to be in the years ahead. In short, we do not know how to staff freedom, man our economy to meet the worldwide challenges it faces. Title I

of the bill directs the Secretary of Labor to find out how to staff freedom. Having found where job opportunities are likely to exist, the Secretary will then set to work to find people and to train them to meet those employment opportunities. Through tests, interviews, and guidance, he will develop a corps of workers whose skills can be upgraded. He will provide skills for those who do not have them at present. He will retrain unemployed and underemployed workers in skills where his studies have shown that job opportunities are available.

Having done that work, he will turn to his colleague, the Secretary of Health, Education, and Welfare, and to the State vocational training agencies, and will ask them to create training courses to give those people the skills they need in order to fill the job opportunities, either actual or potential, which he has discovered.

Having done that, priority for training under the bill goes to those who have lost their jobs and are seeking work. But under the bill others are eligible, including those who wish to upgrade their skills, so as to become more useful members of the labor force.

The bill also provides—although at a lower priority than the one for those who have lost their jobs and are seeking to find new ones—for the training of younger people. The testimony before the subcommittee indicated the critical nature of the category of our younger citizens who no longer are in school, but have not been able to find jobs. One of the most shocking bits of evidence in this regard was produced in the course of a speech made by Dr. James B. Conant, who has devoted many years of his life to the development of our educational system in the primary and the secondary schools. His statement was with respect to a number of special studies he had made in large metropolitan areas. The studies indicated that the lack of job opportunities was demoralizing to those in many sections of our large cities; juvenile delinquency was on the increase; and young men and young women were roaming the streets, seeking work which they could not find. I cannot stress too strongly the importance of this part of the bill, although I repeat that this is what may be called a secondary objective, the primary objective being to retrain and find job opportunities for older members of the labor force who either are chronically unemployed or underemployed.

Let me explain what I mean by "underemployed." Much of real underemployment is in rural areas where adults, and youths, too, are living and working on family farms where the total cash income annually is \$1,200 or less. We must move these people into the labor force; there is no future for them where they are. So the bill provides that, for the purposes of this act, individuals living on farms or in rural areas in economic units with a total annual cash income of less than \$1,200, shall for the purposes of this act be considered underemployed.

I turn now to the weekly retraining allowances called for by the bill. This was a sensitive subject to which the

subcommittee and the full committee gave very careful consideration. The administration had recommended a wide, across-the-board provision for retraining allowances. The committee was more conservative; and the bill provides that—with one exception, about which I shall speak later—retraining allowances shall be confined to payments to adult workers who are the heads of families and have been members of the labor force for 3 years or more, such payments to be in the nature of retraining allowances substantially the equivalent of the average payment of unemployment compensation which the same workers would have received if they had been drawing unemployment compensation in the State in which they reside.

The exception to which I refer is that when the Secretary of Labor finds it necessary, and I stress the word "necessary," under the bill he has limited authority to make retraining payments to unemployed youth. I can say on the authority of the Secretary of Labor that he intends to use this privilege sparingly. It is not thought that the total expenditures in this connection would exceed 5 percent of the total authorized allowance appropriations called for by the bill. But, Madam President, it is important that the Secretary of Labor have this flexibility; otherwise, the training opportunities for unemployed youth will, in the opinion of the committee, be unduly restricted.

Madam President, the bill provides a substantial program of on-the-job training to be developed by the Secretary of Labor. The Secretary is very hopeful that this will turn out to be one of the most important aspects of the bill. The Secretary will solicit the cooperation of employers across the country, in industries in which there are job opportunities for development. It is hoped this on-the-job training can be provided to many thousands of Americans, as a means of retraining them in employable skills.

The bill also provides that to the extent that on-the-job trainees receive compensation from their employers, their retraining allowances shall be proportionately decreased. So, in no event in such cases could they receive in excess of what would have been the unemployment compensation in their States if they had been drawing unemployment compensation.

The bill provides for a 4-year life; it would phase out of existence on June 30, 1965.

The cost of the bill would be met, during the first 2 years, entirely by the Federal Government. Although the administration originally recommended that the cost of the program be met throughout its life entirely by the Federal Government, the committee felt otherwise; and the committee bill provides that during the last 2 years there shall be matching funds from the States, on a 50-50 basis, which we hope will more than double the number of individuals who can be trained and retrained in the third and fourth years.

Madam President, I stress the importance of a 4-year program. I under-

stand that later an effort will be made to cut the program to 2 years. I believe that would be unacceptable to a very large majority of the committee, and I hope it will be unacceptable to the Senate. My reasons for making that statement are that if the time for the expiration of the bill were changed from June 30, 1965, to June 30, 1963, the effect would be practically to kill the program just as it is getting off the ground. The effect would be to require our committee and our subcommittee to start at the next session of Congress with new hearings, in order to develop more testimony to establish the need to continue the program further, at a time when the evidence will be slim indeed as to how effective the program has been. So I would urge my colleagues not to support an amendment to curtail the life of the program.

Appropriations to be authorized by the bill will be \$90 million the first year, \$165 million the second year, and \$200 million the third and fourth years.

I stress that these authorized appropriations have the approval of the administration, which I am confident has given adequate consideration to the possibility of a deficit in the budget resulting from this particular authorization.

The bill contains an antipirating clause, intended to prevent the training provisions under the bill from making it possible for industry to move from one area to another.

There is a clause providing for maintenance of State effort.

There are incentives to encourage trainees to take retraining, instead of continuing to draw unemployment compensation.

There are standards laid down by which the Secretary of Labor can determine how to distribute the funds available for retraining among the various States. These standards, briefly, include the percentage of the total labor force in each State, and the percentage of total unemployment in the country and in each State, as criteria which the Secretary shall use in determining how to distribute the funds, under the program, among the States.

In conclusion, I stress again that this bill promises no Utopia. Its enactment would not solve the unemployment problem. The bill is not going to result in the retraining of all the citizens of the United States of America. But the bill will result in training and retraining enough to make a really significant start.

I yield now to the Senator from New York.

Mr. JAVITS. Madam President, I did not mean to interrupt the Senator. I had to attend a television program, and I was wondering when the Senator would complete his remarks.

I should like to say I think this is one of the most constructive bills that has been reported out of our committee during this whole session of the Congress. I think the Senator from Pennsylvania is entitled to great credit for his leadership in bringing out the report, because I think it goes to so fundamental a problem of our times, which is the urgent

need to materially increase our productivity, and the fact that we are counseled by the Commissioner on Labor Statistics and other experts in this field that we need 25 percent more highly technical people, as of yesterday, if we are really to do the job which needs to be done.

Also, the great problem which we face in the world, aside from the security problem, is the problem of productivity. The real challenge is, Can we or the Russians bring about material improvements in the standards of living, health, housing, and education of the peoples of the world?

Those who stand on the floor and say we just cannot do it, we just do not have the money, we just do not have the resources, are not really talking in terms of dollar bills or pieces of gold. They are talking about production.

Here is a bill designed to materially increase the productivity of the United States. I think, in all fairness, it should be put to the country, not as another proposal that merely spends money and contains a Federal program, which some people like and some do not like, but as a measure directly pointed at the ability of our democratic, free society, to deal with a matter which is a maxim in totalitarian societies, and that is the effective training of our operatives, our people, for the productivity job which must be done.

We are very much behind in this effort. Apprenticeship training has not managed to keep abreast of the problem. Vocational high schools and the whole complex of that kind of training activity in the country have not kept abreast of the problem. This is one of the real major lags in the whole industrial area of our economy.

Mr. CLARK. I thank the Senator for his kind remarks. I welcome his support. I should like to have the RECORD note that he was one of the most effective members of the committee in helping to bring this measure to the floor.

Mr. JAVITS. Madam President, I call up my amendment identified as "8-11-61-P." I ask the chairman of the subcommittee to note that I have made a very slight revision in the amendment to make subsection (c) more precise.

The ACTING PRESIDENT pro tempore. The amendment offered by the Senator from New York, as modified, will be stated.

The LEGISLATIVE CLERK. It is proposed:

On page 29, line 2, after "Sec. 205." to insert "(a)".

On page 29, after line 12, to insert the following:

(b) The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.

(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.

Mr. JAVITS. Madam President, I should like to point out, for the benefit of the chairman of the subcommittee, that in submitting the amendment to one of our colleagues, it was suggested that the right of the National Advisory Committee to accept gifts and bequests ought to be specific as to the groups which are referred to in subsection (b). That is the only change which has been made in the amendment.

Mr. CLARK. Madam President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. CLARK. Will the Senator make a brief statement as to the desirability of this amendment?

Mr. JAVITS. I shall be glad to. The point of this amendment is to bring down to the plant, community, regional, or industry levels the concepts of the bill itself to enhance the productivity of the United States. It would obtain in respect of the work of labor-management-public committees on this local level, which could deal not only with the problems of retraining, and be extremely helpful in advising, but could also deal with problems raised by automation, which so many people feel results in the displacement of labor, and the need for reorienting labor.

They may deal with other deficiencies in terms of capability of the employee, so as to bring about improvement in efficiency. They may deal with transportation problems to and from plants, which often have a great deal to do with productivity. They may deal with problems of absenteeism.

I point out that this is an opportunity to duplicate a remarkable experience which we had in World War II, when we had 5,000 committees exactly like those described in this amendment, and which functioned in precisely the same way, in an effort, on the local level, on a volunteer basis, through cooperation with labor-management and public committees, to enhance the efficiency and productivity of the American productive effort.

The bill of the Senator from Pennsylvania [Mr. CLARK] gives us an opportunity for the establishment of a National Advisory Committee as a framework within which we can try to duplicate some of this very constructive experience.

Obviously, not all of the 5,000 committees were successful. The best information we have been able to get—and we have researched the matter very thoroughly—indicates that at least one-third, or about 1,500 were really effective in terms of what they were able to accomplish.

The reason for including subsection (c) in my amendment is that I am confident these committees on the local level can be self-sustaining in terms of their own great interest, in trade unions, municipalities, and companies in industry, and have such a local setup to which they can look for help in these very critical fields with which the bill of the Senator from Pennsylvania is concerned. So the amendment can only help. It is not complicated. It is not expensive. It is under the jurisdiction of the advisory

committee which is already provided by the bill.

I have consulted with my distinguished colleague from Pennsylvania, and with other colleagues, not so much for the purpose of winning them over to the amendment as to sound out its effectiveness and the likeliness of its being worthwhile. I am very gratified to report the amendment has received well nigh universal approbation.

Mr. CLARK. Madam President, I have discussed the Senator's amendment not only with him but also with the Secretary of Labor and with other members of the committee. I am prepared to accept the amendment as a useful addition to the bill.

Mr. JAVITS. I am very grateful to my colleague. I pledge to my colleague that I shall work with him closely in order to see that it is implemented and is truly a useful element in the bill.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the amendment offered by the Senator from New York.

Mr. DIRKSEN. Madam President, I address a question both to the distinguished Senator from Pennsylvania and to the distinguished Senator from New York.

I note the language calls for the designation of the chairman of the committee by the Secretary of Labor. Generally speaking, an advisory committee has always been permitted to select its own chairman. I wonder why there has been a departure from that tradition.

Mr. CLARK. I can best answer my friend from Illinois by saying that we put the language in the bill this way because the Secretary of Labor wanted it this way.

It occurs to me, as a former administrator myself, that I would wish to appoint the chairman of any committee I appointed, so that I could be sure to have somebody to follow my own wishes. Also, as a result of my own administrative experience, I think I know perfectly well that the committee would elect anybody the Secretary wished to have elected anyhow. Therefore, I do not see any particular point in making a change. I certainly am not adamant about it.

Mr. DIRKSEN. I did not think the advisory committee was being set up particularly to follow the wishes of the Secretary of Labor. If it is an advisory committee, it is to advise the Secretary, not particularly to accept advice. For that reason, when an advisory committee consists of people identified with labor, with management, with agriculture and with the public, it seems to me in the best American concept to get the members into a room and let them select a chairman of their own.

Mr. CLARK. Madam President, will the Senator yield?

Mr. DIRKSEN. I yield.

Mr. CLARK. If the Senator wishes to propose an amendment which will call for the advisory committee electing its own chairman, I would not have the slightest objection. I hope the Senator will not do that.

Mr. DIRKSEN. Madam President, I am not going to press the point. I sim-

ply wish to make it abundantly clear that when there is an advisory committee and when the functions are set out, the committee is not to take advice from the Secretary but is to advise the Secretary.

If I wished to control the committee I would simply keep the provision in the bill, and let the Secretary designate the chairman. Then he will have his hands on the committee. That is the easiest way to control that I know of.

If this whole business is going to be articulated for the public benefit, then I think that concept ought to be spelled out precisely, and the committee ought to select its own chairman. That is not shadowboxing. I think that has been the consistent procedure ever since I can remember.

I still think this is a good idea. I am simply making the history. I am sure the distinguished Senator from Pennsylvania would resist the suggestion, and I am not going to press it, but sometime, when the ghost arises in the future, I can be sure we can point back to some spot in the CONGRESSIONAL RECORD to say, "The issue was raised."

Mr. JAVITS. Madam President, the appointment of the chairman of the advisory committee of course is not contained in my amendment, but is contained in the original text of the bill.

I sympathize with the viewpoint expressed by my minority leader. I really feel also it should be looked at in the terms of the function of the advisory committee. Some advisory committees review programs. The one which comes to my mind immediately is the advisory committee to the USIA. When there is a programmatic review by an advisory committee, it is a very important committee.

I rather think that my colleague will find this advisory committee will be far more involved with the implementation of the bill, with the way it is implemented.

I say to the Senator from Illinois that if one wishes to have a freewheeling advisory committee, one which will be self-starting, as it were—and those are generally thought of more in terms of advisory committees on policy rather than advisory committees on implementation—the Senator is correct. The Senator's concept is of an advisory committee on policy, and on this particular type of bill we do not have that type of committee.

With respect to the point raised, the Senator certainly is correct that one emphasizes the point when one permits the committee to elect its own chairman.

Mr. DIRKSEN. Madam President, some \$455 million is to be provided under the terms of the bill, if my arithmetic is correct, for a period of 4 years. Contracts will be made with the States under title 2. That is a definite public interest. The States have an interest in this.

Such a program should not necessarily be controlled from the top by having the Secretary of Labor designate the chairman of the advisory committee. I am sure some of the people in Illinois would like to have something to say about it. I am only making the record now, be-

cause if the advisory committee is under control obviously the whole committee will go along with whatever is suggested by the Secretary. I am not sure that is always in the public interest, when one stops to consider the various State interests and local interests involved.

Mr. JAVITS. Madam President, will the Senator yield?

Mr. DIRKSEN. I yield.

Mr. JAVITS. Perhaps the Senator in charge of the bill now on the floor, will give this a little consideration, and perhaps will even talk to the Secretary of Labor about it. I agree with the Senator that I do not think it is a major problem, but if the Senator feels strongly about it, as he does, perhaps the Senator would give consideration to it and talk again to the Secretary about it.

Mr. DIRKSEN. As I indicated, I shall not press the point, but I have seen advisory committees come and go. When a particular person is selected to be the chairman he will run the show.

That may not be to the liking of some of my people out home, who may be affected by how the program operates. They will be asked to help raise the taxes to pay for the program, and I think they ought to have something to say about it. I shall leave it to the chairman of the subcommittee as to whether that is a desirable change and whether it ought to be made. I shall not offer an amendment. I shall leave it up to the Senator.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the amendment offered by the Senator from New York.

The amendment was agreed to.

Mr. RANDOLPH. Madam President, the effective senior Senator from Pennsylvania [Mr. CLARK], the chairman of the subcommittee having jurisdiction over the pending bill, merits commendation for the leadership he has provided in this vital field which has to do with manpower and employment problems.

He has devoted effort to this subject, conducting hearings in Washington and throughout the country, and engaging in deliberations within the subcommittee and the Committee on Labor and Public Welfare. I am appreciative that I have had the privilege to serve with him in these endeavors.

Mr. CLARK. Madam President, will the Senator yield?

Mr. RANDOLPH. I yield.

Mr. CLARK. I wish to note for the record the very great contribution that the Senator from West Virginia has made in bringing the bill out of the subcommittee into the full committee and to the Senate. The Senator from West Virginia was diligent in his attendance at hearings, and was outspoken in our executive sessions. His ideas were intelligent and were received perceptively by Senators. His interest on this subject goes back many years before consideration of the bill. He introduced a bill in the last Congress very similar to this bill. I know of no Senator who has made a greater contribution than has the Senator from West Virginia in respect to the proposed legislation which is now before the Senate.

Mr. RANDOLPH. Madam President, I am grateful for the gracious words of the distinguished Senator from Pennsylvania [Mr. CLARK]. It is our belief that the end product—S. 991, the manpower and training bill—is a worthy, and, more importantly, it is a workable measure. I subscribe to the facts and the logic which characterized the opening statement so capably and forthrightly presented by the Senator from Pennsylvania. I join in underscoring these pertinent views of our Committee on Labor and Public Welfare in its report on S. 991:

There is agreement among all who have studied the problem that a substantial portion of unemployment exists because idle workers cannot be matched with available jobs. This structural unemployment will persist even when recovery from a recession is complete. The more rapidly our economy advances, the more rapidly do skills become obsolete. It is clear that combined Federal, State, local and private effort falls far short of the total need. Without an intensive nationwide program to provide opportunities for retraining, tens of thousands of worthy men and women will never be able to obtain the skills which will enable them to be self-supporting and to make their maximum contributions to the Nation's productivity. S. 991 establishes such a program.

Although the number of unskilled jobs in the economy remains approximately constant, the demand for skilled and semi-skilled workers is constantly rising.

Training for the unemployed is not a panacea for the problem of unemployment nor a cure for the malfunction of our economy. Training does not of itself produce jobs, except in extraordinary cases. Training will, however, raise the productivity potential of the economy and thus raise the potential limitations upon economic growth.

The manpower problems to which this bill is addressed are national problems. While significant accomplishments have been made by industry, labor, and local government in dealing with dislocations that have occurred in certain areas, the total problem is too great for local capacities alone. Moreover, the labor market is a national market and if its needs are to be met national leadership is required.

The Federal responsibility for assisting States in providing training opportunities for the unemployed or underemployed is clear. It is inherent in the declaration of policy spelled out in the Full Employment Act of 1946. S. 991 is one method by which the Federal Government can meet the obligations imposed upon it by the Full Employment Act of 1946.

Madam President, this bill represents a conscientious desire to cope with one of the most serious domestic problems which presently faces this country; namely, structural unemployment. We know it to be a virulent and persistent type of unemployment which condemns millions of Americans to joblessness and privation, even during periods of national prosperity.

It is true that this legislation is being considered at a time when our economy appears to be recovering from a period of recession. But despite significant increases in the tempo of business activity and in the volume of total production, millions of workers continue to be unable to find employment.

Data by the U.S. Department of Labor indicates that during the month

of July approximately 5,140,000 persons were unemployed. In addition, 3,200,000 individuals, although employed, worked only part time through no choice of their own.

They had a desire to work full time. They were working part time because full-time jobs were not available to them. For the eighth consecutive month the seasonally adjusted rate of unemployment—6.9 percent in July—was not significantly changed.

Perhaps the most important, and yet the most discouraging of all known facts is that the number of persons jobless for more than half a year continues to rise. In June, approximately 928,000 individuals had been unemployed continuously for 6 months or longer; in July that number had increased to 1,026,000.

There seems to be general agreement among those experts who have studied the problem that a substantial proportion of unemployment exists because idle workers do not have the skills necessary to enable them to qualify for available jobs. It is a fact, too, that these individuals do not have the financial resources to pay for whatever training they may need to equip themselves for different jobs. And even if they did, it would appear to be wasteful of money and effort for these persons to make unguided decisions concerning fields of endeavor in which to seek training.

Of course we know that a substantial number of those in the ranks of the unemployed never possessed any skills.

Certainly we know that automation and technological changes have made obsolete the skills of literally hundreds of thousands of Americans who desire to work. The same difficult problem is basic in both instances. The workers do not have any skills which are salable in 1961 under the type of economy that we have developed.

Unless persons in these categories acquire new skills the vast majority of them will remain jobless. The future of these individuals is extremely bleak unless constructive plans and programs are developed by which they can obtain the training and work experiences needed to acquire skills which will enable them to qualify for the types of jobs that are and will be available in our highly industrialized and ever-changing economy.

The pending proposal is designed to provide broad and integrated plans to help workers obtain the qualifications which will enable them to be self-supporting.

Madam President, the cost of unemployment cannot be measured solely by calculating the production lost to the Nation's economy because a given number of persons cannot find work, nor by totaling payments to the unemployed and their families, although these costs are high. A strong and prosperous country such as ours can afford these financial outlays, perhaps, but to do so without making affirmative efforts to solve the problem is to foster a shameful waste. Our country can and must become even stronger economically. We must attempt to make our jobless employable in places which fit their talents and, wher-

ever possible, seek to help our unemployed broaden their skills; we must endeavor to place the absolute maximum number of our citizens in places of gainful employment in the United States.

Can we afford to see large numbers of our citizens doomed to economic failure, unable to share in the Nation's prosperity because they have not the opportunity to acquire skills which will permit them to share fully in the Nation's growth and well being of our people in general?

In my judgment, it is morally wrong and economically indefensible to tolerate these conditions. If we enact S. 991 I believe we will have started a program which when fully developed will give a successful answer to the unemployment problem of this country.

Mr. PROUTY. Madam President, first I should like to express my appreciation to the chairman of the subcommittee for the courtesies he has extended to me and for reporting a bill which I believe is much better than the one originally introduced. My purpose in speaking today is twofold. First I wish to point out the need for the program in the proposed legislation, and also to justify an amendment which I shall offer later to reduce the program to a 2-year period instead of the 4-year period provided in the bill at the present time.

Madam President, there are today 5.1 million unemployed Americans. The seasonally adjusted rate of unemployment—6.9 percent in July—remained practically unchanged for the eighth straight month.

Unemployment rates for married men remain at high levels. There were 1.5 million married men without jobs in July 1961—4.2 percent of all such men in the labor force, as compared with 3.3 percent a year ago and 2.3 percent in 1957. In July 1961, about two-fifths of the jobless married men had been out of work for 15 weeks or longer.

PROBLEM OF LONG-TERM UNEMPLOYMENT

Long-term unemployment or continuous joblessness for half a year or more is one of the gravest parts of our present economic situation.

Long-term unemployment—15 weeks and over—was 1.6 million in July, nearly one-third of the jobless total. Among the long-term unemployed were 1 million persons who have been seeking work for more than half a year. This total was 600,000 more than a year ago and about equal to the postwar high reached in August 1958.

GROUPS HARD HIT BY LONG-TERM UNEMPLOYMENT

Among those with very prolonged spells of unemployment—27 weeks or longer—several groups stand out. Five may be noted in particular:

First. Men 45 years and over represented 30 percent of those out of work more than 6 months as compared with 25 percent of the civilian labor force.

Second. Semiskilled operatives, and unskilled nonfarm laborers made up about half of the very long-term unemployed in contrast to one-quarter of the civilian labor force. On the other hand, although white-collar workers constitute 40 percent of the labor force they make

up only 18 percent of the long-term unemployed.

Third. Workers last employed in durable goods manufacturing represent only 13 percent of the labor force and yet they constitute 27 percent of the very long-term unemployed. The proportion of steel and auto workers out of work for 27 weeks or more was nearly four times their proportion in the labor force—11 percent as compared with 3 percent. Construction workers also represent a serious unemployment problem.

Fourth. Nonwhite workers accounted for 25 percent of the very long-term unemployed but they make up only 11 percent of the labor force.

Fifth. Persons with no previous work experience were 7½ percent of the very long-term unemployed although they represent only about 1 percent of the labor force. These are chiefly young workers seeking their first job.

These figures are a cold statistical profile of the problem of hard core unemployment that continues through good times and bad because the occupation may be dying, the skill no longer needed, the industry no longer competitive.

AUTOMATION

The story of America is filled with revolutionary changes in our industrial and economic life. Big problems follow in the wake of new industrial changes. It is one of these problems—the challenge of training men for a new industrial age—with which we are concerned today.

One of the forms of technological advancement that portends both good and evil is automation.

What is automation?

John Diebold, who coined the word "automation," has this to say, "when machines do a man's work, that's mechanization. When they do his work and control their own operations as well, that's automation."

Placing emphasis on instrumentation, electronics, and other precision operations, automation seems destined to create many new technician positions.

The first half of the 20th century brought into our society mass production methods which reduced the need for unskilled manual labor and created a demand for semiskilled workers to feed or manipulate machines. Now electronic devices can perform such tasks with greater speed and greater accuracy.

AUTOMATION IN MANUFACTURING

Production workers in manufacturing industries have been the hardest hit by automation. From 1948 to 1959 manufacturing production showed an increase of 53 percent. Yet, during the same 11 years, factory production workers decreased from 12.7 to 12.2 million.

It should be noted that in the last few years the threat of employee displacement from automation or technological change has been the focal point of disagreement in most major labor disputes—including those in the meat-packing, steel, longshore, and railroad industries.

Although I have spoken here principally of industry, I do not disregard the effect of automation upon agriculture. The development of synthetic

fertilizers and growth regulators and the mechanization of farms have resulted in nearly a doubling of production per man-hour in agriculture in the last 10 years. More and more food and fiber are being produced by fewer and fewer people each year.

As we make the shift from manual and semiskilled employment to highly skilled work we must take every precaution to do so without undue hardships.

Nothing would contribute more to the morale of workers than their being freed of necessary but monotonous repetitive operations.

As Dr. Vannevar Bush once said:

We should hold as a great social gain industrial changes that abolish inherently dangerous, burdensome, or monotonous jobs and replace them with jobs having variety and judgment.

NEED FOR AN EFFECTIVE DEPARTMENT OF LABOR AND U.S. EMPLOYMENT SERVICE

Madam President, an Office of Automation and Manpower has been set up within the Department of Labor to examine unemployment by area, occupation, and industry and to keep track of present and anticipated technological changes. It will consider and develop:

Education and guidance programs to allow workers who may be displaced by automation to find new employment, without suffering a long period of unemployment. It will develop proposals for both training and retraining, for both placement and replacement of workers coming into the new economy, and of those who must change their places within it.

Of course, the U.S. Employment Service has the major responsibility for matching the jobless man and the manless job. An effective service would hold a great deal of potential for the economy.

It is said that we can, by filling four million jobs 10 days faster on the average than they would otherwise be filled, contribute the equivalent of 160,000 additional full-time jobs to the economy, which means the indirect contribution of still another 250,000 jobs. The Department of Labor contends that it would take \$2 billion of capital investment to have a comparable effect in terms of direct jobs alone.

A simple way of stating this situation would be to say that if we get a job to a man or a man to a job 1 day earlier than would normally be the case, we make the same contribution to our economic system as we would in investing \$50 in a new plant.

We must have an effective U.S. Employment Service. When the Service fails, when workers and employers lose confidence in it, the job and the man are not matched, and unemployment and hardship result.

A study conducted for the Senate Special Committee on Unemployment Problems a little more than a year ago revealed that skilled people generally shun the Employment Service. The highly skilled professional and white collar fields generally look upon the Employment Service as a "last resort." As a result, only a mere dent has been made in placement of professional, technical, and higher skilled trades.

In its report on the employment and manpower training bill now before us, the Senate Committee on Labor and Public Welfare acknowledges the weaknesses of the State employment offices and, in effect, concedes that if these weaknesses are not corrected the large-scale program envisioned by the training bill will be unsuccessful.

I believe a part of our difficulty today stems from the fact that we need a better understanding of the character of hard-core unemployment.

During the course of Senate hearings, I asked Secretary of Labor Goldberg:

Do we really know how many structurally unemployed there are? How specifically can we locate them geographically?

Secretary Goldberg replied, in part:

We have no precise measure of the number and geographic location of the structurally unemployed.

Pointing to the jobless problem among Negroes, I asked the Secretary of Labor:

Do we know what percentage of the structurally unemployed are Negroes? How specifically can we locate them geographically?

Secretary Goldberg responded:

Detailed information on the distribution geographically of unemployed nonwhites is not available.

If the Federal Government is to set up programs to train the unemployed, we should at the very least be able to identify these people in terms of age, sex, race, education, training skills, and geographical location.

S. 1991: AN EXPERIMENT

Today funds are allotted to the States under the Federal Vocational Education Acts and the Smith-Hughes and George-Barden Acts. Few States use these funds for the training of unemployed. By and large, the Federal money is used by schools with long established programs of vocational education for young people. It is for this reason that the Committee on Labor and Public Welfare reported a bill designed principally to provide the types of training needed by older workers who seek jobs.

During the 86th Congress, as a member of the Special Committee on Unemployment Problems, I recommended that a new program for the training and retraining of workers be established. I voted to report the pending proposed legislation, and I do not shrink from the conviction I held a year ago that a new training program is desirable at this time.

Madam President, I digress to say that I believe this is the first time since I became a member of the Committee on Labor and Public Welfare that the committee has reported a bill of this kind unanimously.

S. 1991, the manpower development and training bill, authorizes a 4-year program of training terminating on June 30, 1965. Ninety million dollars is authorized for fiscal 1962, \$165 million for 1963, and \$200 million for each of the 2 succeeding fiscal years.

Because of the lack of knowledge the Department of Labor possesses with respect to the characteristics of the unemployed and because we are instituting

under the bill's provisions an entirely new training program for the structurally unemployed, I question the wisdom of setting up the program on a 4-year basis.

We are beginning an experiment; and as a Member of the Senate, I want to know whether it is going to succeed before we make it a long-term program.

During the course of committee consideration, I offered, and the committee accepted, an amendment which specifically requires the Secretary of Labor to develop information concerning:

First. The number and types of training and retraining activities conducted under the act;

Second. The number of unemployed persons who secure full-time employment in fields related to such training or retraining; and

Third. The nature of such employment.

When the Secretary of Labor furnishes to Congress a year from now the information required by this provision, we will know what contribution the manpower and training bill has made to the unemployment and skilled shortage problems.

The Senate should have no part of any endeavor which builds up false hopes only later to dash them to the ground.

All training programs have not been successful. One of the most publicized was the program set up by the union and management at Armour & Co. after the closing of a meatpacking plant in Oklahoma City.

Armour's automation committee, consisting of company and union representatives, offered to finance the major part of training expenses for workers who could show an aptitude for a new job and who could demonstrate a reasonable chance of getting a new job if retrained. The Oklahoma Employment Service was called in to give aptitude tests and to furnish a group of personnel experts.

According to Sylvia Porter, these are the results of the experiment:

Of the 400 laid off at the Oklahoma City plant only 170 accepted the offer to be tested for retraining. Most of these had no jobs and no apparent prospects of jobs.

Of the remaining 230, some had obtained new jobs but the majority simply didn't care about going to school to learn new skills.

Of the 170 tested, the Oklahoma Employment Service found only 60 who showed the necessary aptitudes.

Of the balance—a majority of 65 percent—most just didn't have the basic intelligence or education to benefit from training and their best chance for employment, the Oklahoma Employment Service told them, was as common laborers.

Of the 60 who were found likely to benefit from retraining, 58 took advantage of the retraining offer and enrolled in a wide variety of courses ranging from typing to welding to real-estate procedures.

Miss Porter pointed out that while a few of the employees who were retrained obtained jobs in the fields of their choice, the overall results were far from satisfactory. She brought sharply to focus the plight of others who had gone through the training program:

Many, though, haven't been able to get work in the new fields and instead are work-

ing as janitors or in similar occupations at pay far below what they were receiving from Armour. Still others remain unemployed because there aren't enough jobs to go around in Oklahoma City.

The Armour experience is ample evidence of what can happen if we do not proceed with the utmost caution. The Armour committee tried to undertake the task of fitting a group of unemployed workers with skills for which there was little demand. James Wishart, research director of the Amalgamated Meatcutters, and a member of the Armour automation fund committee, spotlighted one of the key problems, saying:

Retraining for what? On a loose labor market you are just raising the educational level of the unemployed.

Samuel Lubell, nationally known political scientist and pollster, recently made a tour of nine cities in which he talked with unemployed workers about the bill to reduce hardcore unemployment by giving workers training. After his trip, Mr. Lubell concluded:

Some tough human and economic problems will have to be overcome if President Kennedy's proposal to retrain jobless workers is to succeed.

Mr. Lubell contends that most of the hard-core unemployed do not wish to be retrained. This is particularly true, he said, of those who have some seniority with their old companies. He quotes an older worker as saying:

If I went to work for a new company I'd always be the first one fired. This way, if I can hold on long enough, I'll get enough seniority to work steady.

Mr. Lubell cited examples of persons who wasted time and money retraining for jobs that did not exist. One 27-year-old worker told Mr. Lubell of the failure of his own retraining effort, in these words:

Last year I took \$160 of my savings and enrolled in a night course in handling IBM cards. When I finished the course it turned out the tire companies were shifting from IBM cards to computers. Everything I was taught was worthless.

In a speech in the House of Representatives on July 10, Representative CURTIS, of Missouri, spoke about the Holland subcommittee hearings which he contends have brought out the inadequate performance of the Department of Labor and the Department of Health, Education, and Welfare in carrying out functions in the areas of training and retraining that have been their responsibility for years. I quote from his statement:

The two Departments have not been performing or coordinating their responsibilities—the one, for identifying, classifying, and providing word descriptions for the new skills that our dynamic economy is constantly creating, as well as the jobs that it is making obsolete; the other, for utilizing this data and assisting the vocational educational programs throughout our society to gear themselves to this rapid and ever-changing incident of progress.

No Member of Congress wishes to send to school a man with obsolete skills, simply to have him, at the expenditure of the taxpayers' money, acquire another set of obsolete skills.

It has been said that 25 percent of the long-term unemployed are on the edge of illiteracy. Mr. Lubell refers to these persons as misfits in a technological society.

In his testimony before the Employment and Manpower Subcommittee, Mr. J. T. Hammond, chairman of the Michigan Employment Security Commission, stated:

Unfortunately, while the employability of workers would undoubtedly be improved by retraining, there simply are not enough job opportunities to make an appreciable reduction in the number who would be reemployed after being retrained.

Mr. Hammond pointed out at the subcommittee hearing that retraining would do little for the more than 20,000 unemployed in Michigan who had not completed grade school, or for the 33,000 more who had not had any education beyond grade school, or for the 51,000 others who had started, but not completed, high school.

We are undertaking a large-scale program which I hope will enable many Americans to find remunerative and useful employment. The dollar investment we shall be making will not be small, by any means; and we have to face the cold, hard facts I have attempted to bring to light.

Madam President, it may well turn out that the problem of upgrading the skills of the labor force is going to bring much more of a challenge as a result of the new technology than will the problem of displacement and unemployment. The new technology for defense and industry is going to require a higher order of skills than workmen have ever known.

I am very pleased that the Senate is addressing itself to the national manpower problem; but in view of the many uncertainties I have cited, I urge that we build slowly, but surely, a sound training and retraining program for the future.

I shall, therefore, offer an amendment which will make the training and retraining activities a 2-year program, rather than a 4-year program.

The situation we are in at this moment calls to mind a story which Under Secretary of Labor Willard Wirtz tells of three stonemasons of Chartres who were asked by a passerby what they were doing. The first answered that he was cutting stones; and the second that he was making a living; but the third replied, with a smile of quiet satisfaction: "I am building a temple."

I do not advocate that we take the nearsighted view; but I do suggest that before we contemplate building a cathedral, we must have a solid foundation.

The people who will enter the working population in the sixties have already been born, but many of the jobs they will obtain have not yet been created. Indeed, many of the skills of 10, 8, or even 2 years hence are not even known today. Let us have a 2-year program. Let us study the results and be prepared to accept whatever adjustments in our thinking later facts may require.

We are on the threshold of a new and different industrial age. By 1970 the labor force will increase from 73.6 mil-

lion to 87.1 million. This jump in the number of workers will be by far the largest for any 10-year period in our history.

As we face the new age and the new challenges, we must recognize that research, engineering, and—yes—craft skills will be essential, not only to our prosperity, but also to our survival.

I urge the adoption of the pending measure with the amendment I have suggested and one or two others which I shall submit at a later time.

Mr. AIKEN. Mr. President, will the Senator yield?

The PRESIDING OFFICER (Mr. RANDOLPH in the chair). Does the Senator yield?

Mr. PROUTY. I am glad to yield.

Mr. AIKEN. I wish to compliment my colleague on his very informative address in relation to the manpower training bill which is now before the Senate. For a long time I have been very well aware of his great interest in manpower training and his recognition of the necessity for it. I am also well aware of the work which he has done as a member of the Committee on Labor and Public Welfare in securing certain provisions in this bill which are of particular interest to the less populated States of the Union.

I have been over the amendments which he intends to offer. I believe they will greatly improve the bill, and I hope the Senator in charge of the bill on the floor will see fit to accept them.

Mr. PROUTY. I thank the Senator for his kind remarks. I know he has been equally interested in this problem and will do his utmost to find a solution for what at times seems to be an insoluble situation.

Mr. President, I yield the floor.

Mr. McNAMARA. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that further proceedings under the quorum call be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. McNAMARA. Mr. President, I send to the desk an amendment, which I offer and ask to have read.

The PRESIDING OFFICER. The amendment offered by the Senator from Michigan will be stated.

The LEGISLATIVE CLERK. It is proposed, on page 25, line 8, to strike out the period, and insert a colon and the following:

Provided, however, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance, shall receive an allowance increased by the amount of such excess.

Mr. McNAMARA. Mr. President, the purpose of the amendment is to correct what appears to be an inequity, or perhaps an oversight, in the presentation of the bill dealing with unemployment compensation for trainees. It provides, in some instances at least, that trainees

would receive less for participating in the program than they would on unemployment relief. Therefore, I hope the amendment will be adopted. I hope it will be satisfactory to the chairman of the subcommittee who is handling the bill on the floor.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield.

Mr. CLARK. The Senator from Michigan is correct. It is an oversight. I am happy that he has offered the amendment. He is a member of the subcommittee, and also the full committee, and is fully cognizant of our problems.

As he has said, the bill as presently drawn, through an oversight, might result in a persons' being penalized by taking training, because he would receive less while in training than he would if he stayed on unemployment compensation payments. Since we want to provide an incentive for workers to take training under the program, rather than a discouragement, I think the amendment is in order, and I am happy to accept it in behalf of the committee.

The PRESIDING OFFICER (Mr. BURDICK in the chair). The question is on agreeing to the amendment.

The amendment was agreed to.

Mr. CLARK. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that further proceedings under the quorum call may be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. PROUTY. Mr. President, I send an amendment to the desk, which I offer and ask to have stated.

The PRESIDING OFFICER. The amendment offered by the Senator from Vermont will be stated.

The LEGISLATIVE CLERK. It is proposed, on page 27, in line 5, to strike out the words "six months" and insert in lieu thereof the words "one year".

Mr. PROUTY. Mr. President, this amendment would prohibit an individual who refuses to accept retraining from receiving training allowances for 1 year after such refusal.

The language of the bill contains a loophole which would be closed by the adoption of my amendment.

Under the present language of the bill, a person refusing retraining could not receive training allowances for a period of 6 months following such refusal. However, in most circumstances, a person refusing training would be drawing unemployment compensation and the 6-month limitation could be satisfied while the individual was receiving unemployment compensation benefits. Thus, in most cases, the penalty for refusing training would be meaningless.

By substituting "one year" for "six months", my amendment would prohibit for 1 year training allowances being paid to an individual who had refused training following such refusal, so

as not to allow the period during which unemployment compensation benefits are received to completely satisfy the prohibition on receiving training allowances.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. PROUTY. I yield.

Mr. CLARK. While I am satisfied that the 6 months' penalty period as presently contained in the bill is really adequate for all practical purposes, nonetheless I concede that the Senator from Vermont is making a point, and I am happy, on behalf of the committee, to accept the amendment.

Mr. PROUTY. I am very grateful to the Senator from Pennsylvania.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Vermont.

The amendment was agreed to.

Mr. PROUTY. Mr. President, I have another amendment, which I offer and ask to have stated.

The PRESIDING OFFICER. The amendment offered by the Senator from Vermont will be stated.

The LEGISLATIVE CLERK. It is proposed, on page 25, line 13, to strike out the period and insert in lieu thereof the following:

Provided, That in no event shall the payment to such an individual, when added to the amount received from the employer, bring the total to more than the average weekly unemployment compensation payment referred to above.

Mr. PROUTY. Mr. President, this amendment would add a proviso to section 203(a), with respect to individuals undergoing on-the-job training.

The purpose of this amendment is to limit the training allowance paid to an individual undergoing on-the-job training to an amount, which, when added to the payment from the employer, will not exceed the average weekly unemployment compensation payment.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. PROUTY. I yield.

Mr. CLARK. A few moments ago, while the Senator was temporarily out of the Chamber, the Senator from Michigan [Mr. McNAMARA] pointed out that the bill as presently written, on page 25, refers to payments which shall be measured by the average weekly unemployment compensation payment in the State. The phrase "average weekly unemployment compensation" is on lines 4 and 5. The Senator from Michigan pointed out that this might do an injustice to workers seeking retraining whose unemployment compensation payments were higher than the average, and might thus act as a deterrent rather than an incentive for taking training courses. Accordingly, an amendment was adopted which provides that in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance, shall receive an allowance increased by the amount of such excess.

The same phrase "average weekly unemployment compensation payment" appears in the proviso which the Senator has proposed as an amendment. I have

no objection to his proposal, which I think is entirely in order. I am willing to accept it, but I ask the Senator to agree with me that staff representatives may confer to be sure that the use of that phrase in the Senator's amendment will not destroy the amendment previously adopted, sponsored by the Senator from Michigan.

Mr. PROUTY. I shall be happy to accede to the Senator's wish. I certainly do not desire to upset what has been done.

Mr. CLARK. Under those circumstances, I am happy to accept the amendment of the Senator from Vermont.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Vermont.

The amendment was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. PROUTY. Mr. President, some time very soon I shall offer an amendment which would cut the program back to 2 years instead of the 4 years contemplated by the bill. I should like to have a yea and nay vote on that question. I think that if it is agreeable to the distinguished chairman of the subcommittee, we should have a live quorum. I understand some Senators are away.

Mr. CLARK. Mr. President, will the Senator yield for a suggestion?

Mr. PROUTY. I yield.

Mr. CLARK. I suggest that the Senator call up his amendment; that thereafter we have a quorum call and have the yeas and nays ordered; and that then the Senator speak to the amendment. Of course, if the Senator would like to have a live quorum, I shall have no objection, but I suggest perhaps it is not necessary.

Mr. PROUTY. I would prefer to have a live quorum. I shall speak very briefly on the amendment, and I would like a number of Senators present so that we will have an opportunity to evaluate the proposal I am advancing.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. CLARK. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. LONG of Hawaii. Mr. President, I should like to ask the chairman of the subcommittee a question, and then offer an amendment.

Page 33, line 2, of the bill extends the provisions to the District of Columbia, to Puerto Rico, and to the Virgin Islands. I wish to know whether there was any reason why Guam was omitted. Guam has a far greater economy and a larger population than the Virgin Islands.

Mr. CLARK. Mr. President, without attempting to discriminate between two splendid appendages to the United

States, the Virgin Islands and Guam, I admit the exclusion of Guam was a pure oversight. We have conferred with the Secretary of Labor, and I shall be happy to accept an amendment, if the Senator from Hawaii wishes to offer one, which would include Guam at the appropriate place.

Mr. LONG of Hawaii. Mr. President, I ask unanimous consent that the bill be amended on page 33, line 2, by changing the period after "Virgin Islands" to a comma, and adding the words "and Guam."

Mr. CLARK. Would the Senator mind if I rephrased the amendment?

Mr. LONG of Hawaii. Not at all.

Mr. CLARK. Mr. President, I shall be happy to accept an amendment by the Senator from Hawaii which would be, in line 2, on page 33, to strike the word "and" and to strike the period after the word "Islands", and to insert thereafter "and Guam."

The PRESIDING OFFICER. The amendment will be stated for the information of the Senate.

The LEGISLATIVE CLERK. On page 33, line 2, it is proposed to strike the word "and", to also strike the period after the word "Islands", and to insert a comma and the words "and Guam."

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Hawaii.

The amendment was agreed to.

The PRESIDING OFFICER. The bill is open for further amendment.

Mr. McCARTHY. Mr. President, the retraining bill offers a realistic approach to the problem of training and retraining workers for occupations which will be needed by our growing economy. As Senators know, in the past there has been considerable criticism of training programs because they were inflexible and not related to current or future employment opportunities. Educators and others concerned with training programs have been criticized because they were unable to justify their training programs in relation to occupational changes occurring in the world of work.

A basic aspect of this bill is found in the directive to the Secretary of Labor to develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, or area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this act.

One of the basic provisions of this bill is that it directs the Secretary of Labor to appraise the manpower and skill requirements of the Nation. The Secretary is directed to determine the number of workers that must be trained annually to meet future needs. In order to do this, it will be necessary to find out how many workers there are now in each key occupation, the growth potential of these occupations as affected by automation and other technological changes, the different rates of growth expected among industries employing workers in these occupations, and replacement needs in

individual occupations, as well as other aspects of the problem.

For a long time there has been a serious gap in our knowledge about our working population. One can open the Statistical Abstract of the United States and learn, for example, that on January 1, 1961, there were 28,688,000 stock sheep and 55,305,000 hogs in this country; yet, we do not know with the same exactitude how many tool and die makers, electricians, or physicists we have.

Too few people realize that the only comprehensive detailed occupational statistics in this country are those collected every 10 years in the decennial census of population. The data from the decennial census, even when first available, are about 2 or 3 years old and are about 12 or 13 years old before the next set of data is published.

As a part of the responsibility of the Secretary of Labor under the proposed act, he will also be expected to appraise the adequacy of the Nation's manpower training efforts. With the detailed occupational information developed from national manpower appraisals we shall be able to gear training and retraining programs to the requirements of the economy as well as to individual needs, and we shall be able to do a better job of matching manpower with the new requirements of our dynamic economy. Training and retraining programs which are based on appraisals of national skill needs cannot be criticized as wasteful or futile. They will, of necessity, be flexible because they will be geared to changing national manpower requirements. With some information on supply and demand for labor, we can avoid the tragic mistake of training workers for nonexistent jobs.

Again, I stress that this bill offers a practical approach to the difficult problem of utilizing our workers—both the employed and the unemployed—to their fullest productive capacity. It is for this reason that I urge my colleagues to join me in supporting this necessary and worthwhile legislation which is being considered by the Senate.

THE PRESIDING OFFICER. The bill is open to further amendment.

MR. CARROLL. Mr. President, the bill before us today, S. 1991, the Manpower and Training Act of 1961, is of great importance to our economy and to our Nation.

For if our economy is to grow and produce at the peak of efficiency—and in today's struggle for freedom we can do no less—it is vital that our manpower resources be properly trained and that our skills be fully utilized.

We have seen in recent years a growth in the number of the permanently unemployed. These are workers who—because of automation, shifts in consumer demand or industrial location—are unable to find employment. Their skills have become obsolete or unneeded.

Mr. President, my own State of Colorado, with an overall rate of unemployment at 3.9 percent for June of this year has, within its economy, areas of persistent unemployment.

The coal mining area of Trinidad and Walsenburg has declined steadily since the end of the second war. With the shift in power demands from coal to petroleum products, most coal mines have closed and men who have spent their lives in the mining industry have lost their jobs. Increasingly automated operations in the few remaining mines mean even more miners must look elsewhere for employment.

The need for vocational retraining and placement in such cases as this should be clear. In fact, members of the Trinidad community have banded together in an attempt to create employment opportunities for examiners in the poultry industry. This story of this project is outlined in the following paragraph, taken from a recent letter of the Reverend George T. Andrews, S.J.:

I want to thank you for the fine work you did on the area redevelopment bill, and especially for your successful efforts to have Las Animas County numbered among the chosen few. God knows we need it. But it's a long road from the enactment of enabling legislation to its practical application. In anticipation of favorable action of Senate bill No. 1, I was instrumental in organizing the Sangre De Cristo Enterprises to get employment for the people of this area. I am at Segundo where the Frederick Mine is located. Four hundred and fifty miners are out of the mines for good, and they hate to leave their homes to seek employment in Denver or Colorado Springs. But that's all they can think of except the possibility of the development of the Sangre De Cristo Enterprises. If you read the progress reports of the Sangre De Cristo Enterprises, you will see that we have the foundation of an industry here. It would be a good industry for Colorado as 85 percent of the eggs Coloradans consumer are brought in from out of State. We have a good climate, good water, and an abundance of abandoned buildings that would make good henhouses on a commercial scale. The only thing we need is a retraining program for the miners and some Government financing for the henhouses.

I should like to emphasize to Senators the last sentence of this paragraph:

The only thing we need is a retraining program for the miners and some Government financing for the henhouses.

With retraining and placement, men can, once again become productive contributing members of their community.

The problems experienced by the coal mining cities of Trinidad and Walsenburg are not unique. The metal mining industry has suffered a similar decline and such cities as Leadville have a significant percentage of workers who are permanently unemployed. These workers have skills, they are willing to work; but there is no work for them.

It was only yesterday that I talked on the long-distance telephone with one of the officials of the United Mine Workers of America. He said that in the State of Colorado about 6,450 men whose life work had been mining were out of work, and that the average age of those miners was about 49.

I am informed that there is a policy on the part of some industries in our State not to hire new employees who are over 45 years of age.

We in the Congress have appropriated

almost \$10 million for excavation of Colorado's Cheyenne Mountain in order to make the combat operations center of the North American Air Defense Command a "hardened" site. This will require the drilling out of the center of a huge mountain in order to place within it the great nerve center which will give us, we hope, security against surprise missile attack. This project will require a great deal of dynamiting and blasting. I asked the UMW official whether or not some of these hard-rock miners would find employment in that undertaking. He said they cannot be employed, because the people who are in charge of employing workers will not take men over the age of 45.

Obviously those miners need help in finding employment.

This is not only true in Colorado, but is also true all over the West. Many of the lead and zinc mines of the West are closed or are closing. In Colorado, within the last 4 or 5 years, 54 or 56 lead and zinc mines have been closed. There may come a time of national emergency when we will need these miners, and we will not have available the technically trained skill of the miners that we have today.

The other day we had before the Committee on Interior and Insular Affairs Mr. Philleo Nash, who has been nominated for the office of Indian Commissioner. I asked Mr. Nash, "What is your most important goal?" He said, "I want to do all I can to make the Indian community and the Indian himself an integral part of the American society." I asked him, "How do you expect to achieve this goal?" He said, "With a vocational training program." Therefore we must not only have a program for our unemployed, but also for other men who lack skills, and in whom we would try to create needed skills.

Why is this important? Over 5 million people are unemployed today, and many of them are unskilled laborers or are skilled in areas for which there is no longer a demand.

The first men to be knocked off the payroll in a time of depression or in the face of automation are the unskilled workers. This is why I am so strongly in favor of a retraining program. We must do our level best to have an intelligent retraining program not only for the benefit of the individual American citizen, but also to strengthen our national economic life.

I have indicated that the mining industry has suffered a decline similar to that in other industries.

There are skilled men who cannot find work because their particular skills cannot be utilized at this time. Therefore we must retrain them in different vocations.

Recently an important canning factory closed down in Mesa County. That is over in the area where uranium was first discovered. Also, a major sugar-processing plant in Delta is stopping operations. Delta is the adjacent county in Colorado.

Such shifts in industrial production mean that there are many workers in

these areas who are left with skills for which there is no longer a demand.

The continuance of such extended hard-core unemployment is an economic luxury our Nation can no longer afford. The cost in terms of productive effort lost and of human hardship and misery gained cannot be exaggerated.

The President, in order to meet this problem, has recommended a new manpower development and training program. I use the President's own words: "to train or retrain several hundred thousand workers, particularly in those areas where we have seen critical unemployment as a result of technological factors, in new occupational skills over a 4-year period, in order to replace those skills made obsolete by automation and industrial change with the new skills which new processes demand."

This concept of vocational retraining, Mr. President, has received the approval of representatives of management and labor, and of both parties.

This program in itself will not solve the problems of structural unemployment. It is but part of the answer. Increased tax incentives for capital investment—a concept long receiving the support of myself and other Senators, and a part of the President's tax program—plus the recently approved Area Redevelopment Act of 1961 will give further assistance towards the goal of full utilization of our manpower resources.

Mr. President, recently I asked representative members of Colorado commerce and labor to prepare for me their thoughtful comments on the bill before us today, S. 1991, introduced by Senator CLARK, "the Manpower and Training Act of 1961."

These comments are well worth the attention of the Senate.

Mr. Dean T. Echols, general chairman of the Order of Railroad Telegraphers, system division No. 49, points out in his letter the importance of this measure. I quote an excerpt from his letter:

This bill, if passed, would be a blessing to many of our people who are out of work now and for those who will be out of work in the future, by providing them with the opportunity to receive training so they may once again become self-supporting by learning new skills and thus new employment.

The railroad telegrapher is a skilled worker. Unfortunately with the advent of automation unemployment is now developing among these railroad telegraphers. Mr. Echols says the telegraphers wish to learn new skills. Why? So that they can obtain new employment.

Another letter I have received is from Mr. Walter Olesky, chairman of the Colorado State legislative and educational board of the Brotherhood of Locomotive Firemen and Enginemen. He emphasizes that the need for training is felt not only by older workers. He says:

The Manpower and Training Act of 1961 is a long-overdue program, and should be put into effect as soon as possible. The apprentice training portion of this bill would greatly help in the younger group of our boys and girls to help them get skilled jobs which in the future will be the only way a person will be able to secure skilled work.

Mr. Richard E. Rhodes, secretary-treasurer of the Bakery Drivers and Salesmen's Union, No. 219, warns of the dangers of overtraining in certain skills:

Also, it seems to me that the first consideration should be not to overpopulate certain skills. This could be helped by a strong State agency where qualified personnel are testing and determining where people are qualified and what their capabilities can produce, with full approval of the national agency in all cases.

And Howard N. Yates, executive vice president of the Colorado State Chamber of Commerce, wisely reminds us of the importance of working with management on such a program:

I am certain that management is not unaware of its obligations as well as its concern for its own future and that a great deal is already being done by many companies on their own initiative.

Mr. President, I ask unanimous consent that the full text of these very thoughtful letters be made a part of the RECORD.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

THE ORDER OF
RAILROAD TELEGRAPHERS,
Denver, Colo., August 7, 1961.

The Honorable JOHN A. CARROLL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CARROLL: Responding to your letter of August 5, 1961, concerning the Manpower Development and Training Act of 1961.

Your letter was addressed to Mr. W. M. Epstein but I will take the liberty to answer as Mr. Epstein retired in March 1960, and I was elected as general chairman at that time.

Referring to the enclosed bill, S. 1991, I am very much in favor of its passage.

More than 200,000 railway workers were on the unemployment rolls in the later months of 1958. Of 308,000 who received unemployment compensation in the benefit year 1957-58, 147,000 were over 40 years of age. Many railway workers are employed in small towns, where there is no other employment, but where railway service has required skilled workers. In such towns, homes are often not for rent, and many railway employees have had to buy or build their own. When railroad reshuffling moves a service or a facility from such a town, the employees must move, transporting their families and household goods, and selling their homes at whatever price they will bring in a collapsing real estate market.

Our organization last 2,400 members in 1960, largely due to automation and the closing of railroad stations. Many of these people are still out of work.

This bill, if passed, would be a blessing to many of our people who are out of work now and for those who will be out of work in the future, by providing them with the opportunity to receive training so they may once again become self-supporting by learning new skills and thus new employment.

Yours very truly,

D. T. ECHOLS.

BROTHERHOOD OF LOCOMOTIVE
FIREMEN AND ENGINEMEN, AFL-CIO,
Denver, Colo., August 12, 1961.

Senator JOHN A. CARROLL,
Senate Office Building,
Washington, D.C.

DEAR JOHN: The Manpower and Training Act of 1961 is a long overdue program, and should be put into effect as soon as possible. The apprentice training portion of

this bill would greatly help in the younger group of our boys and girls to help them get skilled jobs which in the future will be the only way a person will be able to secure skilled work.

Unemployment in the railroad industry alone is a sad and distressing situation. Faithful employees who have devoted the best years of their life suddenly found themselves out of work, and insufficient age to enable them to retire.

The American Association of Railroads proudly boasts that within the next 10 years the number of employees in the transportation industry will be reduced to less than 300,000, which in 1946 was over 1,800,000.

Whatever you can do to urge passage of this bill providing for an extensive training program will be a big boost in the morale of the workingman in the various industries.

Thank you for your cooperation in this most important legislation.

Sincerely yours,

WALTER J. OLESKY.

BAKERY DRIVERS AND SALESMEN
UNION No. 219,
Denver, Colo., August 15, 1961.

Hon. JOHN A. CARROLL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CARROLL: Thank you for your letter of August 5, 1961 in which you requested my comments on Senate Report No. 651 to accompany Senate bill No. 1991. I appreciate your thinking of me and feel honored that you ask my opinion.

This problem I have studied before trying to give you my comments, thus the delay in the answer.

I have read the report through several times and find the aims as most beneficial to gain employment for those displaced by automation and those whose basic skills are so limited that their future is at stake.

It is my impression that a very strong committee must be appointed with the indictment to see that the Federal Government gets what it is paying for with a very close followup on the program after once established.

Also, your honor, that a close study be made so as not to train in a field that in itself will very soon become an automated classification whereby it will again be required to train over again in a short space of time.

Also, it seems to me that the first consideration should be not to overpopulate certain skills. This could be helped by a strong State agency where qualified personnel are testing and determining where people are qualified and what their capabilities can produce, with full approval of the national agency in all cases.

It seems to me a close scrutiny should be kept on any training program undertaken, where it could be on the job training to see that the Federal agency isn't subsidizing the payroll of an employer where it might become expedient to do one of two things: (1) replace the older worker who already has a hard time finding employment or (2) creating a glut on the labor market of a certain skill or skills. It is also most important to police an on the job training program to see that all requirements needed are being given to the trainee.

I recall as I am sure that the Senator does that when we were both discharged from the service we saw people training under the GI bill that weren't getting a full training program at all, but a subsidized payroll for the employer, and then the trainee ended up with no skill or trade of any kind. It is going to require a far better interviewing officer on the State level than we provided at this time—someone who is dedicated and not just holding down a job.

There were many abuses of the training programs after World War II, but this can be avoided by strong measures in the new program. I have in mind something like the Pipe Industry Committee of the plumbing trade where a very close cooperation is maintained with labor, management, and the apprentice training agency.

It is my impression that there might be some resistance on the part of management to this program on the basis they want to train people to their own methods. We have found this to be true where we offered to hold classes to try and improve the caliber and quality of the employees and members whom we represent.

I have gone into some detail which might lead the Senator to believe that I am opposed to such a program. Far from the truth, I wholeheartedly endorse it, but have pointed out a few areas which I think you could be most helpful in protecting not only the money involved but also those who are earnestly trying to improve their position and again become employable.

Realizing this program cannot be delayed for a long period of time, but is of eminent importance there will be flaws that will have to be met when they arise.

It is my sincere hope that this is of some help to you in your deliberations and again thank you for allowing me to be of some service to you.

As an afterthought, it seems that some safeguard be made whereby an individual could not train from one field to another shopping around so to speak.

If I might be so unkind as to take more of the Senator's time, I would like to ask for your thinking on the subject of consignment selling in the baking industry? In today's Denver Post there is a leading story quoting Secretary of Agriculture, Orville L. Freeman, on the wheat situation in case of an emergency.

It seems senseless to me that we waste hundreds of thousands of pounds of baking products every day because of consignment selling. It appears this would be a real good time to stop this senseless waste.

There are tons of bread and bakery products being hauled to the hog farms in our city every week, yet we talk about people in this world going hungry. This is only caused by the competitive instability of the people in the industry.

Thanking you for your time and wishing you and Mrs. Carroll the very best of health that you may carry on in the fine manner in which you are representing we people in Colorado.

Sincerely yours,

R. E. RHODES,
Secretary-Treasurer.

NATIONAL FEDERATION OF
POST OFFICE CLERKS,

Washington, D.C., August 13, 1961.

Hon. JOHN A. CARROLL,
U.S. Senate Office Building,
Washington, D.C.

DEAR JOHN: This will acknowledge receipt of your letter of August 5, in reference to S. 991. I am in full accord with S. 991. It is quite a handicap to the employees with 15, 20, 25, and 30 years of service in a certain industry that their trade is specialized and they have to start from scratch again to learn a new trade on their own. I feel that some provision should be provided for these older employees to learn a new trade to develop their skills.

In the postal service we have automation, but it seems that the automation that we have is very unsuccessful in the degree that it has not caused any unemployment in the postal service. Instead they have increased the employment of employees cause the automation that is experienced in the postal service in the United States today was discontinued from the postal service in Sweden

identical machinery in 1937 and also in Canada in 1954. For example, with the automation of machinery in Canada, they went in the red for five (3) years since the automation of machinery of trying to distribute mail by machines in which the misthrows of mail ran up to 33 percent or one-third of the mail volume had to be worked over again by the clerks on the distribution cases. Without automation of machinery to distribute mail as in the previous years prior to General Summerfield, the misthrows by clerical force was less than 1 percent of the total mail sorted per day. That is why I feel that automation in the postal service will never be perfected by machines to distribute the mails.

As per private industry, I heard of the case of Allis-Chalmers where over 5,000 employees were laid off work due to automation and also in the big meat packing plants such as Swift and Armour and others. Automation has caused a tremendous amount of unemployment and we must have some means to help these people learn a new trade to develop their skills as it can't continue this way. As Walter Reuther said if automation continues in big industry and no work is found for these people, it will mean by 1964 we will have 10 million people unemployed in the United States and this is no good for our economy. If we are going to build our economy, we must have full employment and S. 991 is a step in the right direction.

If I can be of any further help on this bill, please feel free to call upon me, and I would like to be kept informed on the progress of this legislation.

With warm and kindest personal regards, I remain,

Most respectfully yours,

MICHAEL ARDEN.

COLORADO STATE
CHAMBER OF COMMERCE,
Denver, Colo., August 15, 1961.

Hon. JOHN A. CARROLL,
Senate Office Building,
Washington, D.C.

DEAR JOHN: I have read completely the Report No. 651 from the Committee on Labor and Public Welfare concerning S. 991.

What observations I now make are purely personal and not the official position of the State chamber as I've had no opportunity to present it to any of our committees. I shall, however, present it to George Weber of Sundstrand, vice chairman for national affairs of our legislative council.

Federal participation in vocational training has long been an existing pattern in such items as the Smith-Hughes and the George-Barden Acts. Insofar as this pattern could be followed, acting through local school authorities, it would, I believe, be best for the Nation.

Keeping as much activity as possible tied to State employment agencies would seem a wise course. I think there ought to be State advisory committees in every State that confer, study and advise the State directors of employment security in order to keep the program in harmony with local conditions and local labor-management understanding and cooperative endeavors. The State committees should be well balanced in representation, forgetting politics.

The matter of subsistence payment during training could open a Pandora's box of abuses if not properly surrounded with safeguards, plus stated penalties for fraud. The same concerning travel allowances.

Naturally, it would be wise to assure that full use be made of existing educational facilities such as after regular school hours and during school vacation periods.

I am certain that management is not unaware of its obligations as well as its concern for its own future and that a great deal

is already being done by many companies on their own initiative.

Unquestionably, there are many unemployed but in the figures there is undoubtedly padding of the number of unemployable as well as those not really seeking work.

If the administration sincerely wished to create jobs, it should consider some of the simple tax adjustments that would materially bring out more investment capital that would be the basis for creating jobs.

So much for my personal thoughts on the subject.

Let's face it, JOHN, Government is striving to do everything for the people and, if you and your colleagues think that is good, then this Nation is in trouble.

Let's keep the responsibility of such a program as S. 991 as close to the homefront as possible.

Yours sincerely,

HOWARD N. YATES,
Executive Vice President.

Mr. CARROLL. Mr. President, I wish to reemphasize my strong and vigorous support for this intelligent piece of proposed legislation. I hope it will receive the overwhelming approval of the Senate. Especially do I commend the distinguished senior Senator from Pennsylvania [Mr. CLARK], who is the leader of the endeavor to have this very effective bill passed.

Mr. CLARK. Mr. President, I thank the distinguished Senator from Colorado for his contribution to the debate and for his kind words.

DEPRESSED AREAS

Mr. DIRKSEN. Mr. President, in the course of the debate on the depressed areas bill, I observed that communities which probably would be designated as depressed areas would never know they were considered to be distressed.

I have noted an editorial entitled "Is Utah County 'Depressed?'" published in the Deseret News, of Salt Lake City, on August 19, 1961, which comments upon the observation I made. I ask unanimous consent that the editorial be printed as this point in the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

IS UTAH COUNTY DEPRESSED?

Last year, when the Senate was debating the 1960 version of the depressed areas bill, Senator DIRKSEN charged that the legislation would provide Federal money "for communities that never knew they were distressed."

That criticism, plus others just as cogent, persuaded President Eisenhower to veto the bill that year. But this year there's a new President, who very early in this session of Congress signed a bill enacting a program not very different than the one Senator DIRKSEN criticized.

And, sure enough, Senator DIRKSEN's prediction could be fulfilled right here in Utah.

What resident of the Provo-Orem area considers that he is living in a depressed area? What Utahans considers that region of fine farms, neat homes, solid industries, general prosperity, and bustling activity to be a depressed area?

No one, as far as our survey of Utah County has been able to determine. Yet, Congressman DAVID S. KING, in whose legislative district Utah County lies, is scheduling talks this fall to determine whether the Provo-Orem area can qualify for Federal aid under the depressed areas redevelopment program.

There are, it seems to us, several reasons why bringing Utah County into this program would be unneeded, unwise, and uncalled for.

First, the depressed areas program is not intended in any way to cope with seasonal unemployment, which has been Utah County's chief problem.

Second, to qualify for Federal help under the depressed area program, a community must have a regular unemployment rate of 6 percent or more, and unemployment 50 percent above the national average in 3 of the preceding 4 years, 75 percent above the national average in 2 of the previous 3 years, or 100 percent above the average in 1 of the previous 2 years. According to Department of Employment Security figures, Utah County average unemployment has not come close to 50 percent above the national average in any of the past 3 years.

Third, under the act the local community is supposed to initiate any plan for redevelopment, submit it to the State organization, and then on to the Federal Government. No program has been submitted by the Provo-Orem area. Congressman KING's proposal to call a meeting of seven different Federal agencies, with others, to discuss the situation seems a backward—but, unfortunately, far too common—way to go about it.

Fourth, fundamentally, the depressed area program is intended to rehabilitate areas that have lost their basic industry or other economic base. Certainly that has not happened to Utah County.

In view of these facts, one doesn't suppose Utah County will seek the Federal help available under the depressed areas program of up to 65 percent of the cost of loans for redevelopment. Its people and industries themselves are doing a good job of building and maintaining a sound, stable economy.

But the money is there, to be used by any area that is able to persuade itself and Washington that it is "distressed." Which is one of the reasons the taxpayer is being squeezed so hard.

Mr. DIRKSEN. Mr. President, I ask unanimous consent also to have printed an article entitled "Jobless in Provo Area Seen Relatively Low," published in the *Deseret News* of August 16, 1961.

There being no objection, the article was ordered to be printed in the *RECORD*, as follows:

JOBLESS IN PROVO AREA SEEN RELATIVELY LOW

The Utah Department of Employment Security said Wednesday that unemployment in the Provo-Orem area was at the relatively low level of 3.1 percent for the week ending August 5.

Unemployment in the area became a factor this week when Representative DAVID S. KING, (Democrat of Utah), announced an October meeting to discuss economic development and the substantial unemployment of the two-city region.

The Provo-Orem area was declared an area of substantial unemployment by the U.S. Department of Labor last November. At that time, seasonal unemployment in the area was very high.

Should the Labor Department find the area still has high unemployment this November, it could be designated as eligible for aid under the depressed area redevelopment program.

This is partly the reason for the October meeting, called by Representative KING, at which seven different federal agencies will take part in a discussion of employment possibilities.

UNEMPLOYMENT SEASONAL

Officials of the Utah department pointed out that the Provo area, as well as most

of Utah County, shows an unemployment ratio of as much as 15 percent at some times of the year. This is due mostly to the seasonal nature of some of the workers in construction trades, many of whom are idle in winter months.

The area's largest employer is United States Steel Corporation, which operates two plants in the Provo-Orem section. Employment in the steel industry is tied to production, which at present is well above the level of last November, when the substantial unemployment tag was hung on the area.

ABOVE U.S. AVERAGE

However, for the past 3 years, the average of unemployment in Utah County has been above the U.S. average and the Utah average, according to Department of Employment Security figures.

In 1958, the U.S. average was 6.8 percent, the Utah average 5.2 percent and the Utah County level 8.7 percent. The 1959 averages were 5.5 for national, 4.4 for Utah and 6.8 for Utah County.

In 1960, Utah County had a 7.2 percent figure, compared to 4.6 for the State and 5.6 for the Nation.

Mr. DIRKSEN. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. DIRKSEN. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had passed the bill (S. 2268) to amend the Federal Aviation Act of 1958 to provide for the application of Federal criminal law to certain events occurring on board aircraft in air commerce, with an amendment, in which it requested the concurrence of the Senate.

The message also announced that the House had disagreed to the amendments of the Senate to the bill (H.R. 8302) making appropriations for military construction for the Department of Defense for the fiscal year ending June 30, 1962, and for other purposes; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. SHEPARD, Mr. SIKES, Mr. CANNON, Mr. JONES, and Mr. TABER were appointed managers on the part of the House at the conference.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

The Senate resumed the consideration of the bill (S. 991) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

Mr. PELL. Mr. President, as a member of the Subcommittee on Employment and Manpower, I wish to associate myself with those who have risen to speak in support of the Manpower Development and Training Act.

Although proposed by the President in

a message to the Congress, this bill is truly a bipartisan measure. Our Committee on Labor and Public Welfare acted unanimously in reporting the measure and Republicans, as well as Democrats, have urged the wisdom of the programs that would be authorized by the bill.

The bill is designed to cope with structural unemployment by providing workers who have been displaced by automation or other technological change the opportunity to acquire new skills. The retraining program contained in this bill would be particularly helpful to my own State of Rhode Island. We have had a very acute problem of structural unemployment. In fact, over one-half of the jobs in the textile industry—the State's major industry—have been lost since 1950.

Under the bill, the Secretary of Labor is directed to determine the manpower needs of the economy and identify occupational shortages and training requirements. Based upon the information developed as to training needs, programs of training would be developed by the State and local vocational education authorities under the general supervision of the Secretary of Health, Education, and Welfare. The Secretary of Labor would also expand his current activities in encouraging on-the-job training.

As training programs are established, individuals would be selected and referred for training by the State employment services. Priority would be given to unemployed persons, although others would be eligible for training which would upgrade their skills. Weekly allowances would be paid to unemployed persons enrolled in training courses if they were heads of families with at least 3 years experience in gainful employment. Allowances would be authorized for periods up to 1 year, and would be in an amount equal to the level of unemployment compensation paid in each State.

A 4-year program is authorized and beginning with the third year, half the costs of the program would be borne by the States.

Editorials approving the programs authorized by this bill have appeared in an unusually large number of leading newspapers and other periodicals throughout the country. A recent public opinion poll disclosed that of all the proposals specified by the President in his second state of the Union message the proposal to train the unemployed was cited by 67 percent of those replying as one for which they were willing to make sacrifices. This was more than twice the degree of support given to any other item listed.

Mr. President, the need of the long-term unemployed for the training that could be provided by the programs authorized in this bill is real and urgent. We have seen that despite significant increases in the tempo of business activity, the number of people who have been continuously unemployed for more than half a year is increasing, and in July exceeded 1 million in number. Many of these people are the innocent

victims of automation and technological advancements which have strengthened and benefited the Nation as a whole. We must avoid having the benefits of automation and technological improvement become burdens of unemployment, financial distress, and loss of dignity for those workers whose immediate jobs are affected and whose skills are made obsolete. It is our plain duty to provide the means whereby these people can again become self-supporting, productive, respected members of their communities. I believe this bill offers a great opportunity to these people. I support it and I ask my colleagues to also support it.

Mr. CLARK. Mr. President, I thank the Senator from Rhode Island for the excellent contribution he has made to the debate, and also for his assiduous work during the deliberations of both the subcommittee and the full committee. The Senator from Rhode Island, a member of the committee, was most useful in the preparation of the proposed legislation.

I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. DIRKSEN. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. PROUTY. Mr. President, I submit an amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment of the Senator from Vermont will be stated.

The LEGISLATIVE CLERK. On page 26, in lines 14 through 17, it is proposed to strike out all of subsection "(d)" and redesignate subsections "(e)", "(f)" and "(g)" accordingly.

On page 31, beginning with the colon on line 18, strike out all before the period on line 21.

On page 34, line 11, insert "and" after "1962".

On page 34, beginning with the comma on line 12, strike out all before the period on line 13.

On page 36, line 20, strike out "1965" and insert in lieu thereof "1963".

On page 37, line 2, strike out "1965" and insert in lieu thereof "1963".

Mr. DIRKSEN. Mr. President, on the question of agreeing to the amendment of the Senator from Vermont, I ask for the yeas and nays.

The PRESIDING OFFICER. Is there a sufficient second?

The yeas and nays were ordered.

Mr. PROUTY. Mr. President, I shall speak very briefly on the amendment. It requires no elaboration on my part to enable Senators to understand what I propose.

Under the bill as it now stands, authorizations of \$655 million are called for, over a 4-year period. My amendment will reduce the program to a 2-year period, and will involve authorizations totaling \$255 million.

I believe that all of us on the committee who have given serious thought to

this problem—and it is a very great problem—believe that some steps should be taken to see whether remedial, or corrective action can be taken to restore to gainful employment millions of men and women in the country who, because of lack of skill or lack of proper training, are unable to obtain work at this time. It is unmistakably clear that the problem will become more and more severe as time passes unless prompt action is taken.

Nevertheless we must recognize that the program which S. 1991 will establish is a new one, at least at the national level. We hope it will be successful, but we cannot be certain of that. So I believe it would be most unwise for us to forge ahead on a long-range basis spending hundreds of millions of dollars until we have some degree of certainty that the new program will achieve what we hope it will achieve.

The committee report concedes that if weaknesses in the U.S. Employment Service are not properly corrected, the large-scale program called for by this training bill will be unsuccessful. During the hearings, the Secretary of Labor admitted that the Department of Labor has no precise measure of the number and the geographical location of the structurally unemployed.

Part of our difficulty today stems from the fact that we need to be able to identify the long-term unemployed, in terms of their age, sex, race, education, training skills, and geographical location. The House Committee on Education and Labor is aware of this difficulty, and has recommended a 2-year program, such as I am advocating by means of this amendment.

Mr. President, my amendment calls for the authorization of \$90 million for the present fiscal year and the authorization of \$165 million for the fiscal year 1963. I am certain that all the money proposed to be authorized for this fiscal year will not be spent this year. A great deal of time, thought, and planning must go into the program before it can really get far from the dock.

We shall be sailing in uncharted waters, and we had better be rather certain that we exercise caution. At the end of a year we shall be in a position to state whether the program is going along smoothly. If it is successful, I assure the Members of the Senate that I shall then be among the first to vote in favor of providing whatever funds may be necessary in order to continue it beyond the fiscal year 1963.

Mr. President, that is all I wish to say at this time.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. PROUTY. I am happy to yield.

Mr. CLARK. As I understand the Senator's amendment, which necessarily is technical in wording and does not on its face reveal its intention, the purpose of the amendment is to convert the program from a 4-year to a 2-year program. Is that correct?

Mr. PROUTY. The Senator is correct.

Mr. CLARK. That is the sole purpose?

Mr. PROUTY. It is the sole purpose.

Mr. CLARK. Mr. President, I rise to oppose the amendment of the Senator from Vermont. In all the hearings before the subcommittee, and in the deliberations in executive session, it was the view of a majority of the committee that this should be no pilot program; that this retraining effort had substantial precedent in the Smith-Hughes and the George-Barden vocational training bills; that on-the-job training was a well recognized technique in American industry; that it was clear beyond doubt that existing training facilities are overloaded and understaffed and not available to many adults; and that there were plenty of potential jobs in which the unemployed could be placed in the event they were properly retrained.

Accordingly, it was felt there should be a 4-year program, divided into two parts. The first part would be entirely a Federal program, and the first 2 years would be devoted toward getting the program off the ground. It would mean substantial promotional work in connection with on-the-job training, promotional work that would carry employees of the Department of Labor far afield, and into each of the 50 States, in an endeavor to convince employers to cooperate by starting on-the-job training courses to help train unemployed workers for the skills which were needed in occupations where the retraining was taking place.

If this bill is adopted at this session of the Congress, it will take several months, perhaps a good many months, to get the whole program underway. In the meanwhile, at the other end of the program, the Secretary of Labor must engage in skill surveys in order to ascertain where the job opportunities are. He has then to engage in guidance and testing programs, to locate the unemployed workers who have the skills which will enable them to absorb the retraining. This, of course, will be a long process, and it cannot be done overnight.

I predict it will take at least 6 months before we get this program really in high gear. Thereafter will come the part of getting the program ready for the second half in the third and fourth years. The second half is when we hope and believe the States will pick up their share of this effort and will be prepared to make the actual grants necessary which will enable us to do a better job in retraining and pretty well double the number of individuals who will be available for retraining.

Our staff has worked out with the Secretary of Labor's personnel—since the hearings closed, I may say to the Senator from Vermont, and largely in anticipation of his offering the amendment—as good an approximation of the number of individuals who could be trained under the program as it is presently feasible to determine.

Those figures work out as follows: The total number we hope can be trained in the first 12 months will be 160,000. In the second year, 285,000. In the third and fourth years, 630,000, each year.

There are 5,100,000 unemployed in the country today. The hard core of those who have been unemployed for a very substantial period of time is in excess of 1 million.

It will be the third year before we get to the point where more than half a million can be retrained in a year.

So I hope the program will be kept on the 4-year basis which the Secretary of Labor and the President desire and which the committee reported. If the program is cut back 2 years, Congress will be in a difficult situation in connection with this work—and he will correct me if I am wrong, but I think I am right—would have to be phased out by the end of June 30, 1963. This means, for all practical purposes, that nobody whose training period took more than a few months could be accepted for training after January 1, 1963.

Mr. PROUTY. Mr. President, will the Senator yield?

Mr. CLARK. I yield.

Mr. PROUTY. Any unexpended funds which were authorized would be carried over into the next fiscal year. The Senator has said, and I agree, that it is going to take a little time before the program gets underway. But it is not going to be a long time before we have an idea as to how it is working. It is for that reason that we would be most unwise in establishing a 4-year program, involving \$655 million, without having progress reports in hand. We embark on an experiment, and an experiment which is justifiable, and I am willing to spend a reasonable amount for the first 2 years. After that period we will have the facts, figures, and experience to determine whether we have a good, workable program. Prudence warrants a watch-and-wait policy.

Mr. CLARK. I appreciate the strongly held views of the Senator from Vermont whose suggestions for up-to-date reports for the program were included in the bill. I regretfully have to state I am in disagreement with him. I reiterate the point that, in all likelihood, if the Senator's amendment were to succeed, we would have to start phasing out the program at no later than January 1, 1963. It is true that, if there were some unexpended funds left, they could be used, but not only would the retraining programs have to be phased out, but the training and selecting personnel would have to be given notice they could no longer be held on the payrolls after June 30, 1963.

A substantial number of months before June 30, 1963, these activities would have to come to a halt. If the amendment of the Senator from Vermont were to prevail, we would be in a situation where the Congress, our subcommittee, and the full committee, would have to hold hearings and complete legislative action during the next session of Congress, in order that legislation continuing the program could be adopted and approved.

Mr. PROUTY. It has been suggested by competent authorities that during the first year of the program not more than half the money authorized will be spent.

Mr. CLARK. I conclude by saying that, regretfully, I cannot agree with the

Senator from Vermont. We are talking about a program in terms of time, not money; and in terms of time, I urge the Senate to reject the amendment of the Senator from Vermont, in order that we may keep this program "on the road" the way the President of the United States, the Secretary of Labor, and the Committee on Labor and Public Welfare, which brings it to the floor, desire.

Mr. DIRKSEN. Mr. President, I believe the Prouty amendment merits the support of the Senate. I think there are a number of reasons for that support. I have examined the bill rather carefully. The first title is devoted entirely to evaluation, research, studies, reports, findings, and to development of the necessary data and information on which a program can be predicated.

There can be no effective program until the data has been assembled. Quite aside from whatever work may have been done thus far by the Department of Labor and by the Department of Health, Education, and Welfare, I think it is a safe presumption to make that there is still a good deal of work to be done before the foundation is fully laid.

Title II deals with the selection of the trainees, their instruction, the funds to be made available, and the amounts to be apportioned to put them either in job-training programs or in other programs. This is a speculative program. It is a new program. The "bugs" will have to be ironed out.

In the bill as it came from the committee there is a commitment of \$655 million for a period of 4 years. There is \$90 million for the first year. The first quarter of the first year has already gone by, so to speak. There is \$165 million for the next year, and \$200 million is to be provided in each of the succeeding years. Finally, the program will go on a matching basis.

A program which is brand new, of such magnitude, in my judgment, should not be projected for a period of 4 years until we can see more clearly where we are.

I think one of the most effective things cited by the distinguished Senator from Vermont was the illustration of the experience of the Armour Packing Co. in Oklahoma City. In that city 400 people were laid off. Everybody got together to set up a training program. Of the 400 laid off, only 170 decided to come in for new training, and the remaining 230 did not care about going to school to learn any new skills. Of the 170 who decided to take the training, only 60 were found by the Oklahoma Employment Service to have the necessary aptitudes. I think that indicates pretty well how speculative the program is, and the fact that there ought to be some time to evaluate the experiences under the act before we project it into a 4-year period.

I believe, for that reason, the Senator from Vermont is on absolutely good ground, and that 2 years will be enough to test the program, to see where we are. If the program works, there will be no difficulty with the Senate and the House. If the program does not work, then it will require a hard scrutiny, and perhaps even the canceling out of the program, if it appears that we are spending a lot

of money and not getting the necessary results, not getting for the taxpayer a commensurate value for every dollar of expenditure.

More and more it seems to me that we have to look a little at these long-range programs, because these become the built-in expenditures for future years. It is very easy for someone to rise on the floor to say, "Well, the Appropriations Committee has to look at this, and Senators know very well the flinty hearts of members of the committee, who will cut it down."

I did not serve on that committee for nearly 20 years for nothing. I know the pressures on a member of the committee. When hearings are held everybody comes in to din at the committee, "You must not cut the amount below the authorization." In some cases they hope the committee will exceed the authorization.

Let us not be misguided by a snare and a delusion that the Appropriations Committee can be relied upon to hold down the program, because the committee will be under real pressure when the time comes to vote for the money. Now is the time for a little scrutiny. Now is the time to keep the program at a moderate level.

If the program works out according to the hopes and aspirations and expectations of its fondest friends—I am prepared to vote for a moderate bill—it can be extended.

Let us support the Prouty amendment, to hold the program within a 2-year frame, which would provide \$90 million the first year and \$165 million the second year. Then we can carefully evaluate the results to see if we have received our money's worth.

I hope the Prouty amendment will be agreed to.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Vermont.

Mr. PROUTY. Mr. President, before I conclude I wish to thank the distinguished minority leader for his very lucid explanation of what I am trying to accomplish by offering the amendment. I also express my appreciation to Sam Merrick and Ray Hurley of the committee staff for the yeoman service they rendered to me and to the other members of the committee in getting the bill into what I think is a better shape.

I hope the amendment will be agreed to. Mr. President, I announce for the information of Senators, that I have another amendment, as to which I shall probably ask for the yeas and nays. I shall require only a few minutes to explain this amendment. It will be offered immediately after the vote on the pending proposal.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Vermont [Mr. PROUTY]. On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Colorado [Mr. CARROLL], the Senator from Con-

necticut [Mr. DODD], the Senator from Indiana [Mr. HARTKE], the Senator from Missouri [Mr. LONG], the Senator from Minnesota [Mr. MCCARTHY], the Senator from Florida [Mr. SMATHERS], the Senator from Massachusetts [Mr. SMITH], and the Senator from Ohio [Mr. YOUNG] are absent on official business.

I also announce that the Senator from New Mexico [Mr. CHAVEZ] is absent because of illness.

On this vote the Senator from Minnesota [Mr. MCCARTHY] is paired with the Senator from Arizona [Mr. GOLDWATER]. If present and voting the Senator from Minnesota would vote "nay," and the Senator from Arizona would vote "yea."

On this vote the Senator from Florida [Mr. SMATHERS] is paired with the Senator from New Mexico [Mr. ANDERSON]. If present and voting the Senator from Florida would vote "yea," and the Senator from New Mexico would vote "nay."

I further announce that, if present and voting, the Senator from Colorado [Mr. CARROLL], the Senator from New Mexico [Mr. CHAVEZ], the Senator from Connecticut [Mr. DODD], the Senator from Indiana [Mr. HARTKE], the Senator from Missouri [Mr. LONG], the Senator from Massachusetts [Mr. SMITH], and the Senator from Ohio [Mr. YOUNG] would all vote "nay."

Mr. KUCHEL. I announce that the Senator from New Hampshire [Mr. BRIDGES] and the Senator from Kansas [Mr. CARLSON] are absent because of illness.

The Senator from Arizona [Mr. GOLDWATER] is necessarily absent.

On this vote, the Senator from Arizona [Mr. GOLDWATER] is paired with the Senator from Minnesota [Mr. MCCARTHY]. If present and voting, the Senator from Arizona would vote "yea," and the Senator from Minnesota would vote "nay."

The result was announced—yeas 43, nays 44, as follows:

[No. 162]

YEAS—43

Aiken	Eastland	Prouty
Allott	Ellender	Robertson
Beall	Ervin	Russell
Bennett	Fong	Saltonstall
Boggs	Hickenlooper	Schoeppel
Bush	Holland	Smith, Maine
Butler	Hruska	Stennis
Byrd, Va.	Jordan	Talmadge
Capehart	Keating	Thurmond
Case, S. Dak.	Kuchel	Tower
Cooper	Lausche	Wiley
Cotton	McClellan	Williams, Del.
Curtis	Miller	Young, N. Dak.
Dirksen	Morton	
Dworshak	Mundt	

NAYS—44

Bartlett	Hickey	Monroney
Bible	Hill	Morse
Burdick	Humphrey	Moss
Byrd, W. Va.	Jackson	Muskie
Cannon	Javits	Neuberger
Case, N.J.	Johnston	Pastore
Church	Kefauver	Pell
Clark	Kerr	Proxmire
Douglas	Long, Hawaii	Randolph
Engle	Long, La.	Scott
Fulbright	Magnuson	Sparkman
Gore	Mansfield	Symington
Gruening	McGee	Williams, N.J.
Hart	McNamara	Yarborough
Hayden	Metcalfe	

NOT VOTING—13

Anderson	Dodd	Smathers
Bridges	Goldwater	Smith, Mass.
Carlson	Hartke	Young, Ohio
Carroll	Long, Mo.	
Chavez	McCarthy	

So Mr. PROUTY's amendment was rejected.

Mr. CLARK. Mr. President, I move that the Senate reconsider the vote by which the amendment was rejected.

Mr. MORSE. Mr. President, I move to lay that motion on the table.

Mr. DIRKSEN. Mr. President, on that question I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. BUSH. Mr. President, will the Chair state the pending question?

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Oregon [Mr. MORSE] to lay on the table the motion to reconsider of the Senator from Pennsylvania [Mr. CLARK].

Mr. RUSSELL. Mr. President, what is the proposal before the Senate?

The PRESIDING OFFICER. The question is on agreeing to the motion to table the motion to reconsider.

Mr. CLARK. A vote of "yea" is a vote to table. A vote of "nay" is a vote against tabling.

The PRESIDING OFFICER. The Senator is correct.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Alaska [Mr. BARTLETT], the Senator from Connecticut [Mr. DODD], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from Missouri [Mr. LONG], and the Senator from Massachusetts [Mr. SMITH] are absent on official business.

I also announce that the Senator from New Mexico [Mr. CHAVEZ] is absent because of illness.

On this vote, the Senator from Alaska [Mr. BARTLETT] is paired with the Senator from Arizona [Mr. GOLDWATER]. If present and voting, the Senator from Alaska would vote "yea," and the Senator from Arizona would vote "nay."

On this vote the Senator from Arizona [Mr. HAYDEN] is paired with the Senator from Kentucky [Mr. COOPER]. If present and voting, the Senator from Arizona would vote "yea," and the Senator from Kentucky would vote "nay."

On this vote the Senator from Massachusetts [Mr. SMITH] is paired with the Senator from South Dakota [Mr. MUNDT]. If present and voting, the Senator from Massachusetts would vote "yea," and the Senator from South Dakota would vote "nay."

On this vote the Senator from North Carolina [Mr. JORDAN] is paired with the Senator from Connecticut [Mr. DODD]. If present and voting, the Senator from North Carolina would vote "nay," and the Senator from Connecticut would vote "yea."

I further announce that the Senator from New Mexico [Mr. CHAVEZ], the Senator from Missouri [Mr. LONG], and the Senator from New Mexico [Mr. ANDERSON] would each vote "yea."

Mr. KUCHEL. I announce that the Senator from New Hampshire [Mr. BRIDGES] and the Senator from Kansas [Mr. CARLSON] are absent because of illness.

The Senator from Arizona [Mr. GOLDWATER] and the Senator from Kentucky [Mr. MORTON] are necessarily absent.

The Senator from Kentucky [Mr. COOPER] and the Senator from South Dakota [Mr. MUNDT] are detained on official business.

On this vote, the Senator from Kentucky [Mr. COOPER] is paired with the Senator from Arizona [Mr. HAYDEN]. If present and voting, the Senator from Kentucky would vote "nay," and the Senator from Arizona would vote "yea."

On this vote, the Senator from South Dakota [Mr. MUNDT] is paired with the Senator from Massachusetts [Mr. SMITH]. If present and voting, the Senator from South Dakota would vote "nay," and the Senator from Massachusetts would vote "yea."

On this vote, the Senator from Arizona [Mr. GOLDWATER] is paired with the Senator from Alaska [Mr. BARTLETT]. If present and voting, the Senator from Arizona would vote "nay," and the Senator from Alaska would vote "yea."

The result was announced—yeas 47, nays 40.

[No. 163]

YEAS—47

Bible	Hill	Morse
Burdick	Humphrey	Moss
Byrd, W. Va.	Jackson	Muskie
Cannon	Javits	Neuberger
Carroll	Johnston	Pastore
Case, N.J.	Kefauver	Pell
Church	Kerr	Proxmire
Clark	Long, Hawaii	Randolph
Douglas	Long, La.	Scott
Engle	Magnuson	Smathers
Fulbright	Mansfield	Sparkman
Gore	McCarthy	Symington
Gruening	McGee	Williams, N.J.
Hart	McNamara	Yarborough
Hartke	Metcalfe	Young, Ohio
Hickey	Monroney	

NAYS—40

Aiken	Eastland	Robertson
Allott	Ellender	Russell
Beall	Ervin	Saltonstall
Bennett	Fong	Schoeppel
Boggs	Hickenlooper	Smith, Maine
Bush	Holland	Stennis
Butler	Hruska	Talmadge
Byrd, Va.	Keating	Thurmond
Capehart	Kuchel	Tower
Case, S. Dak.	Lausche	Wiley
Cotton	McClellan	Williams, Del.
Curtis	Miller	Young, N. Dak.
Dirksen	Morton	
Dworshak	Prouty	

NOT VOTING—13

Anderson	Cooper	Long, Mo.
Bartlett	Dodd	Mundt
Bridges	Goldwater	Smith, Mass.
Carlson	Hayden	
Chavez	Jordan	

So the motion to lay on the table was agreed to.

NOMINATION OF MAJ. GENE HAL WILLIAMS TO BE BRIGADIER GENERAL

Mrs. SMITH of Maine. Mr. President, yesterday all of the Reserve generals in the U.S. Senate made a most impressive statement on the Gene Hal Williams nomination. I ask unanimous consent that their statement be placed in the body of the RECORD.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT OF RESERVE GENERALS IN THE U.S. SENATE

The undersigned, who constitute the Reserve general officers in the U.S. Senate, urge your serious consideration and study of Executive Report No. 8 which expresses the minority views of seven members of the

Committee on Armed Services in opposition to the nomination of Maj. Gene Hal Williams for the rank of brigadier general in the U.S. Army Reserve.

We do not believe that this young man, a 33-year-old major with only a year and a half of commissioned active duty service, with no combat service, no oversea service and no decorations (only the Parachute Badge Award), possesses the necessary qualifications for general officer rank in the U.S. Army Reserve.

We fully recognize, and acquiesce in, the right of the Governor of West Virginia to bestow whatever State rank he wishes to on this nominee or any other person. That is clearly a State right and his prerogative. But we do not recognize that right as being binding so as to require that automatically the same rank must be given in Federal status in the U.S. Army Reserve, particularly when a nominee such as Major Williams is so obviously lacking in qualifications for the rank of brigadier general.

We believe that Major Williams should be required to meet the same qualifications as other members of the U.S. Army Reserve for promotion.

Under a policy of long standing, in order to be eligible for promotion to brigadier general, an Army Reservist (a) must have been a full colonel for at least 2 years (b) must have served in a general officer authorized position for at least a year and (c) must have earned credit for completion of the Command and General Staff College. Major Williams has none of these qualifications.

Under the present policy applied to Reserve officers in the U.S. Army Reserve, Major Williams would not be eligible for consideration for promotion to brigadier general before 1969. We see no reason why he should be given special treatment and exemption from the requirement of 8 more years service before even being eligible to be made a brigadier general.

This, in addition to his other obvious lack of qualifications, would make such special short-cut treatment for him grossly unfair to the thousands of loyally participating reservists and would seriously impair the morale of the Reserve Forces generally.

We hope all Senators will be present for the debate on August 24, 1961, to hear the pertinent and disturbing facts in this case presented before the vote is taken on this nomination.

STROM THURMOND,
Major General,
U.S. Army Reserve.

KENNETH B. KEATING,
Brigadier General,
U.S. Army Reserve.

BARRY GOLDWATER,
Brigadier General,
U.S. Air Force Reserve.

HOWARD W. CANNON,
Brigadier General,
U.S. Air Force Reserve.

Mrs. SMITH of Maine. Senator THURMOND is a major general in the U.S. Army Reserve. In World War II he served both in the European and the Asiatic-Pacific theaters of war, was awarded 5 battle stars and 16 decorations, medals, and awards, including the Legion of Merit, the Bronze Star Medal for combat, the Purple Heart for being wounded in combat, the Army Commendation Ribbon, the Presidential Distinguished Unit Citation, the Belgian Order of the Crown, and the French Croix de Guerre.

Senator KEATING is a brigadier general in the U.S. Army Reserve. He served in both World War I and World War II and both in the European and Asiatic-Pacific theaters of war. He was

awarded three battle stars, the Legion of Merit twice, and the Order of the British Empire.

Senator BARRY GOLDWATER is a brigadier general and a command pilot in the U.S. Air Force Reserve. He served in World War II in the Asiatic-Pacific theater of war and was awarded, the Air Medal and the Commendation Medal.

Senator HOWARD W. CANNON is a brigadier general and a command pilot in the U.S. Air Force Reserve. He served in World War II in the European theater of war. His decorations and awards include the Distinguished Flying Cross, the Air Medal awarded to him three times, the Purple Heart for being wounded in combat, seven battle stars, and the French Croix de Guerre with silver star. He was shot down while on a flying combat mission over Holland and evaded capture for 42 days before reaching Allied lines.

Mr. President, it is with considerable gratification that I have received notice from the ranking naval reservist in the U.S. Senate, Capt. HUGH SCOTT, of the U.S. Naval Reserve, presently the distinguished junior Senator from Pennsylvania, that he is supporting my opposition to the Gene Hal Williams nomination and that he will speak against the nomination when it is brought up for debate and voting.

Captain SCOTT has a distinguished naval service record which includes oversea service both in World War II and the Korean war, specifically Atlantic convoy, the North Atlantic patrol, and the occupation of Iceland in World War II, as well as service in the Pacific, including occupation of Japan with the 3d Amphibious Force. He served during the Korean war aboard the carrier *Valley Forge*. Among his decorations and awards are the Navy Commendation Ribbon and Philippine Liberation Ribbon.

Mr. President, I also ask unanimous consent that a news report with respect to this statement by the four Reserve generals which I have had included in my remarks be printed in the body of the RECORD, and I call particular attention of the Members of the Senate to the last paragraph of the article.

There being no objection, the news report was ordered to be printed in the RECORD, as follows:

[From the New York Herald Tribune,
Aug. 23, 1961]

THIRTY-THREE MONTH GUARDSMAN A GENERAL?—DOESN'T RATE IT, SAY FOUR SENATE GENERALS

(By Victor Wilson)

WASHINGTON, August 22.—Should the 33-year-old adjutant-general of West Virginia's National Guard, with 33 months' Army service as a draftee, be given the star of brigadier general in the Army Reserve?

The Senate today scheduled debate for Thursday on this subject, with the outcome anyone's guess.

But the Senate's answer should be an emphatic "No" according to the only four of its Members who hold general status in the Reserve forces.

These four Senators took the unusual step today of circulating a letter to their colleagues urging them to be present for Thurs-

day's debate "to hear the pertinent and disturbing facts in this case. * * *

KEATING ONE OF THEM

They are Senators STROM THURMOND, Democrat, of South Carolina, an Army Reserve major general; KENNETH B. KEATING, Republican, of New York, an Army Reserve brigadier general; and Senators BARRY GOLDWATER, Republican, of Arizona, and HOWARD W. CANNON, Democrat, of Nevada, both Air Force Reserve brigadier generals.

Standing behind this Reserve senatorial brass is Senator MARGARET CHASE SMITH, Republican, of Maine, an inveterate foe of Armed Forces' promotion except on demonstrated merit.

The cause of the hassle is Gene Hal Williams, West Virginia's adjutant general. He was drafted in 1951, trained with the 101st Airborne Division, attended officer-candidate school, emerged a second lieutenant, rose to first lieutenant, was discharged in 1953, entered the Army Reserve, and was commissioned a Reserve major last June.

But last January, William W. Barron, a Democrat, and West Virginia's former attorney general, entered the Charleston State House as Governor. He immediately named Mr. Williams, one of his former assistants, as adjutant general of the State's National Guard.

That job pays \$8,000 yearly. General Williams also became the State's director of selective service at an additional \$6,100 yearly, paid by the Federal Government.

NAME FORWARDED

Since most States adjutants general rate a brigadier's star in the Army Reserve, Governor Barron forwarded Williams' name to President Kennedy. The latter routinely forwarded the nomination to the Senate, which routinely routed it to the Armed Services Committee. All officers, Regular or Reserve, aspiring to general officers' commissions, must be approved by the Senate.

Senator SMITH, a member of the committee, and others dug into the Williams' service record. They figured that he wouldn't rate a brigadier's star until 1969 under Regular Army promotion rules, and protested the action.

But the full Armed Services Committee, by a 10-to-7 vote, approved the nomination. Today's letter by the Senate's four Reserve general officers asking their colleagues to vote against, was the next blocking step decided upon. A full Senate vote will decide, after debate.

"We do not believe that this young man * * * with only a year and one-half of commissioned active duty service, with no combat service, no oversea service, and no decorations (only the parachute badge award) possesses the necessary qualifications for general officer rank in the U.S. Army Reserve.

"We see no reason why he should be given special treatment and exemption from the requirement of 8 more years of service before even being eligible to be made a brigadier general.

"This, in addition to his other obvious lack of qualifications, would make such specially shortcut treatment for him grossly unfair to the thousands of loyally participating reservists, and would seriously impair the morale of the Reserve Forces generally."

A senatorial spokesman pointed out that if Williams' nomination is passed, he will receive an additional \$2,000 yearly in Federal funds for 15 days of summer camp duty, plus showup at four National Guard drill services monthly.

The spokesman also pointed out that win or lose in Thursday's scheduled vote, General Williams will be the last man, under a new Defense Department directive, to be eligible for a Reserve brigadier general's star until he has attained at least colonel's rank in the National Guard or Reserve.

Deputy Defense Secretary Roswell L. Gilpatric decreed this July 18 under the prodding of Senator SMITH and other Senators.

A spokesman for General Williams at Charleston told the *Herald Tribune* the latter thought he was being discriminated against because of what he termed Mr. Gilpatric's "retroactive rule." The spokesman quoted him further as saying:

"I'm not capable of leading a division into combat. I know that as well as anyone. If today's [international] situation had existed when I was offered the adjutant generalship, I would not have accepted it."

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

The Senate resumed the consideration of the bill (S. 1991) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

Mr. PROUTY. Mr. President, I call up my amendment which is at the desk and ask that it be read.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 26, line 6, beginning with "Except," it is proposed to strike out everything through the word "such" on line 9, and to insert in lieu thereof the words "Such weekly".

Mr. PROUTY. Mr. President, on the question of agreeing to this amendment, I ask for the yeas and nays.

The PRESIDING OFFICER (Mr. METCALF in the chair). Is there a sufficient second?

The yeas and nays were ordered.

Mr. PROUTY. Mr. President, for the benefit of Senators who now are on the floor, let me say I shall speak very, very briefly on this amendment.

Under the provisions of the bill as it now stands, the Secretary of Labor could use the entire \$655 million for the payment of the equivalent of unemployment compensation to youths between ages 16 and 22 who, perhaps in many cases, never have worked a day in their lives. This is possible even though the bill is ostensibly directed to affording this quasi-unemployment compensation to the heads of families who have been in the labor market or have been part of the labor force for 3 years. But as I have said, the Secretary of Labor could, because of a loophole, spend—if he saw fit to do so—the entire amount on the youth programs. These young people will be entitled, under the provisions of the bill, to vocational training and other types of training. This is all right. But I do not believe they are entitled to receive unemployment compensation while they are taking such training courses. I feel very strongly that this unwise grant of authority should be eliminated.

It should be noted that the committee has already reported a bill relative to the Youth Conservation Corps, which contemplates an expenditure of \$4,000 a year per man; and the committee has included provisions for another training program which will equip young persons to be game wardens, janitors, and so forth, for public agencies. These young people will receive their training at considerable expense to the taxpayers.

How many more youth training programs do we need at the present time?

Under my amendment, people between 16 and 22 years of age will be entitled to receive vocational education and on the job training, but they will not be entitled to receive compensation for taking the training.

That, in brief, is the essence of my amendment; and I hope very much that it will be adopted.

Mr. CLARK. Mr. President, I should like to read to the Senate a letter in connection with this matter, directed to me by the Secretary of Labor, and received by me late yesterday afternoon. The letter dated August 22, and reads as follows:

U.S. DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D.C., August 22, 1961.

Hon. JOSEPH S. CLARK,
U.S. Senate,
Washington, D.C.

DEAR SENATOR CLARK: In response to your request, I am happy to explain my intentions with respect to exercise of the authority vested in me by section 203(c) of S. 1991, to provide training allowances for youths.

As you know, this authorization is limited to instances in which the "Secretary of Labor finds such training allowances are necessary to provide occupational training for youths". Otherwise the allowances are "limited to unemployed persons who have had not less than 3 years of experience in gainful employment and who are heads of families."

It is my firm conviction that priority and emphasis must be accorded the experienced unemployed heads of families. Their needs demand our attention and are the underlying reason for this legislation. It is in their own and the national interest that they be assisted to acquire new or improved skills which will enable them to obtain gainful employment.

However, some youths also need and deserve our assistance in acquiring skills which will permit them to take their rightful places in our labor force. It is for their special needs that the authority to provide training allowances where necessary, is contained in the bill.

I do not anticipate the need to expend much of the authorized funds for training allowances for youths. Careful review of the needs and the resources leads me to conclude that less than 5 percent of the total funds authorized for carrying out the purposes of this bill would be required for training allowances for youths. In administering the bill, I would not expend more than this sum for this purpose.

I hope that this information will be helpful to you in considering this legislation.

Cordially,

ARTHUR J. GOLDBERG.

I should like to ask the Senator from Vermont a question: In view of that letter from the Secretary of Labor, will the Senator from Vermont be willing to withdraw his amendment, and to rely on the legislative history we are now making, to the effect that it is the intention of the Senate that the Secretary of Labor be closely held to the letter which I have now read into the Record, and that it is the feeling of the Senator in charge of the bill on the floor and is also the feeling of the Senator from Vermont [Mr. PROUTY], a member of the subcommittee and a member of the full committee, who is proposing this amendment, that we

wish these payments to youths to be held down, and in no event to be more than 5 percent of the total amount appropriated?

I hope the Senator from Vermont will be willing to accept the assurance from the Secretary of Labor and from the Senator from Pennsylvania—namely, that we do not intend to have a large part of the money to be made available go for training allowances for youths.

Mr. PROUTY. Mr. President, I should like very much to go along with the suggestion of the Senator from Pennsylvania. But it seems to me that to do so would be to establish a very dangerous precedent—if we began to pay unemployment compensation, which is what it really would be, to persons who have never worked and are not entitled to receive unemployment compensation.

My amendment will do nothing to prevent occupational training of these young people. I want them to have it, and I think they should have it.

But I do not think they should be treated in the same way as the head of a family who has been a member of the labor force, and is entitled to receive compensation, while he upgrades his skill. I regard the proposal in that part of the bill as very dangerous. So I do not think I can accept the suggestion of the Senator from Pennsylvania.

Mr. CLARK. Let me say that, as the Senator from Vermont knows, the testimony showed in ample detail the desperate plight of thousands of young men and young women who have dropped out of school, and do not have employable skills. They have no place to which to turn, and they cannot obtain employment, and they are on the streets, and all too frequently some of them are participating in acts of juvenile delinquency.

Surely the Senator from Vermont will agree that many of these young people must, if they are to be trained in adequate skills, leave their home communities, because of the fact that in or near their home communities there is no means of giving them such training. The Senator from Vermont will recall that in the testimony in regard to Pennsylvania there was reference to the training school at Williamsport, Pa. It is a very good school, as I am sure all will agree. That facility is in central Pennsylvania, and it is an important school in Pennsylvania for training in skills which many young persons, and also many older persons, would like to have made available to them. Therefore, those in Pennsylvania who wished to receive such training would have to go to Williamsport. It seems to me that, at the very least, the Secretary should have discretion—if such persons have no way to get to Williamsport, or have no way to support themselves, once they get there—to provide a modest training allowance.

Mr. PROUTY. Mr. President, I think the Senator from Pennsylvania is exaggerating the situation. I think in most of the places where these young people are located, there are high schools or other facilities which would be available for the training of these young people.

I feel very strongly about this particular feature of the bill, and I certainly could not go along with the Senator's thinking on it.

Mr. CLARK. I wonder if the Senator would be willing to accept a substitute to the amendment which would restrict the funds to no more than 5 percent of the amounts appropriated, which is a relatively small amount, in view of the total amount provided, so the Secretary of Labor would have some flexibility in dealing with this serious problem?

Mr. PROUTY. No; I do not think I could agree to that. If it were 1 or 2 percent, I might.

Mr. CLARK. Mr. President, I offer a substitute to the amendment proposed by the Senator from Vermont, which, starting as does his amendment, on page 26, line 6, would substitute for the Senator's amendment the following words: "(c) Except where the Secretary of Labor finds such training allowances are necessary to provide occupational training for youths over sixteen but under twenty-two years of age, and only to the extent of 5 percent of the total allowances under this section"—and then proceeding as in the bill at the present time.

The PRESIDING OFFICER. The amendment offered by the Senator from Pennsylvania as a substitute for the amendment of the Senator from Vermont will be stated.

The LEGISLATIVE CLERK. It is proposed, beginning on page 26, line 6, to insert the following language:

Except where the Secretary of Labor finds such training allowances are necessary to provide occupational training for youths over sixteen but under twenty-two years of age, and only to the extent of 5 percent of the total allowances under this section, such weekly training allowances shall be limited to unemployed persons who have had not less than three years of experience in gainful employment and who are heads of families or heads of households as defined in the Internal Revenue Code.

Mr. CLARK. Mr. President, I should like to say a word in support of my substitute amendment, and then I shall be ready for a vote. It goes as far as the Secretary of Labor is willing to go, and puts into statutory form his assurance, as contained in his letter, that he does not expect to spend substantial sums of money in this regard, and is willing to limit it to 5 percent of the total authorization. I think it is a substantial solution to the problem raised by the Senator from Vermont. I respect him for raising it. I think large sums of money should not be used for this purpose. I think we should support the Secretary of Labor. I urge the adoption of my substitute for the Prouty amendment.

I ask for the yeas and nays on my substitute to the Prouty amendment.

The yeas and nays were ordered.

Mr. PROUTY. Mr. President, I think a real concession has been made, and I am happy we have accomplished at least that much, but I think we should go still further. I think the provision should be stricken from the bill entirely.

We must remember that the so-called Youth Conservation Corps program may go into effect next year, not with my sup-

port, but a majority of the Congress may see fit to approve it. That bill involves a good many thousands of young people. Also, many young people undoubtedly will be called into the Armed Forces as a result of the buildup in our military strength.

Mr. HOLLAND. Mr. President, will the Senator yield?

Mr. PROUTY. I am happy to yield.

Mr. HOLLAND. Those of us who are not on the committee have been wondering if the training program under the Area Redevelopment Act does not cover a large number of the same persons who would be covered under this program.

Mr. PROUTY. It does to a large degree.

Mr. HOLLAND. Is the Senator able to advise the Senate what is the number or what is the proportion of the total number that are covered under the area redevelopment program out of the total number in the Nation?

Mr. PROUTY. I think perhaps the Senator from Pennsylvania has those figures at hand.

Mr. HOLLAND. Will the Senator from Pennsylvania yield for that question?

Mr. CLARK. The Senator from Vermont has the floor.

Mr. PROUTY. I have yielded to the Senator.

Mr. HOLLAND. I should like to address this question to the Senator from Pennsylvania: What is the proportion of the total number of young people who are involved in the training program under this bill who are to be covered also by the area redevelopment program, and therefore covered by the instructional part of that program?

Mr. CLARK. I cannot give the Senator an exact answer, but I can give him a pretty good idea. There are presently, in the age group from 16 through 21, roughly 1,500,000 young people who are seeking work and would like to find jobs. Of these, I would make what would be no more than a guess, that less than 25 percent of them are in areas of persistent and chronic unemployment. I say that for 2 reasons. The testimony before the subcommittee indicated that a large proportion of the young people whom we hope to retrain by this program are located in the great metropolitan areas of our country, in the large cities of New York, Chicago, Philadelphia, Detroit, Cleveland, and so forth. With only one or two exceptions, those large cities are not areas of chronic and consistent unemployment to be covered by the area redevelopment bill. The areas covered by the area redevelopment bill are the coal towns of West Virginia, the railroad towns of Pennsylvania, the shut-down textile towns of Massachusetts. So there is no particular connection between the young people we hope to help under the pending bill and the individuals whom it is hoped to help by the retraining provisions of the area redevelopment program.

It has been the constant experience that in areas of chronic and consistent unemployment young people leave. When there are no jobs for them there, they get out. I can give the Senator a good example. In Uniontown, Pa.,

in Fayette County, where I think there is the highest level of unemployment of any community which keeps statistics, with the possible exception of one or two areas in West Virginia, between 60 and 70 percent of the graduates of the local high schools leave because they cannot get jobs. That has been going on for years. These areas have been depopulated of their young people. They will not be around to get training under the area redevelopment program.

So while I cannot give the Senator from Florida definite statistics to answer his question, I can give him my assurance that what I have said is substantially correct.

Mr. HOLLAND. I thank the Senator.

Mr. PROUTY. I merely wish to say that I hope the substitute offered by the Senator from Pennsylvania will be defeated, and that my amendment will be adopted after we vote on the Clark substitute.

Mr. LAUSCHE. Mr. President, will the Senator yield for a question?

Mr. PROUTY. I yield.

Mr. LAUSCHE. If the amendment of the Senator from Vermont is adopted, will that limit the granting of aid to persons who are chronically unemployed and who have been previously engaged for a definite period in a particular occupation which is becoming obsolete?

Mr. PROUTY. That is correct. The proposal explicitly gives priority to heads of families who have been members of the labor force for a period of 3 years; but I should like to point out to the Senator that my amendment would not preclude training programs for young people. They simply would not be paid while they were going to school.

Mr. LAUSCHE. Under the present provisions of the bill, without the amendment of the Senator from Pennsylvania, if a 17-year-old boy were out of employment and wanted to be trained, would the provisions of the bill authorize payments to him on a weekly basis in the same way as would be granted to adults?

Mr. PROUTY. As the bill is presently written, yes.

Mr. LAUSCHE. That is, as the bill now stands.

Mr. PROUTY. That is correct. My amendment would change that, and the Clark amendment would limit the allowances to 5 percent of the amounts which are authorized for all allowances.

Mr. LAUSCHE. Is the Senator from Vermont able to tell what motivated the inclusion in the bill of the provisions which would make payable to 17-year-old and 18-year-old young men full compensation, such as would be given to adults?

Mr. PROUTY. I am unable to justify it in my own mind.

Mr. CLARK. Will the Senator yield to me, to permit me to answer that question?

Mr. PROUTY. I yield.

Mr. CLARK. The testimony showed that particularly in the great metropolitan areas—Cleveland, Cincinnati, Youngstown, Pittsburgh, Philadelphia, and the like—there is a serious problem in connection with out of school drop-outs.

These young people many times have not finished school, or have lost interest, though some have graduated from school and found no jobs available because they did not possess the necessary skills. They are contributing to juvenile delinquency. They are roaming the streets in gangs. There is literally nothing for them to do.

The purpose of the bill is to permit the Secretary of Labor, within his discretion, after he takes care of the first priority of the retraining payments for members of the labor force, heads of families in the labor force who have been in it for 3 years, to pay some training allowance to these young people.

The amount is not specified in the bill. It is under the Secretary's discretion.

One could rest assured, in my judgment, that the expenditures would never be as high as the average unemployment compensation payment to the older workers. The provision simply would allow some discretion.

For example, if the Secretary found that a group of young people in Cleveland could be trained in some skill in the electronics area, as to which in Cleveland there is presently no facility available to train those people, he could send them elsewhere, to Ohio or to Pennsylvania, and while they were getting the training under the program, enrolled in a regular vocational training school, they could be paid the regular subsistence allowance so that they could survive while they were being trained.

Mr. LAUSCHE. May I ask whether the amendment of the Senator from Pennsylvania contemplates limiting the expenditure to 5 percent of the total amount authorized?

Mr. CLARK. The Senator is correct, the total authorized for allowances I offer the amendment because I wish to make it crystal clear, as does the Secretary of Labor, that the Secretary does not propose any great boondoggle. He is not interested in providing young people with allowances so that, once having dropped out of school, they will be paid for doing nothing.

The Secretary wishes to spend 95 percent of the sum authorized to be appropriated for training allowances for the older workers, for the permanent members of the labor force who have lost their jobs, but he would like to have a little leeway, only 5 percent, to enable him to make some payments to the young people.

Mr. LAUSCHE. Is there a discussion in the RECORD at all as to what has happened to the technical schools, which train people in various occupations and skills?

Mr. CLARK. Yes.

Mr. LAUSCHE. Why are not the normal schools being used? How are those treated?

Mr. CLARK. They are being used to capacity at the present time. Those schools will be used to an even greater extent under the program.

This provision relates to a group of young people who have dropped out of school. I agree with my friend in his approach. I know the great emphasis the Senator places upon personal char-

acter and individual initiative. I share his concern. I suppose that, in a stern and just world, one might say, "Never mind about these people. They are no good. They are the riffraff of the community. Do not train them. Let them go onto the streets."

This is an effort to try to redeem some few of these young people, by training them and giving them skill. The restriction is a very tight one, of only 5 percent of the total amount appropriated.

Mr. PASTORE. Mr. President, will the Senator yield at that point?

Mr. CLARK. I do not have the floor.

Mr. PROUTY. I yield to the Senator from Rhode Island.

Mr. PASTORE. If the real purpose—with which I would agree—is to give a subsistence allowance to those trainees who have to be sent away from home, why not confine the language to that purpose? If the payments are for those who have dropped out, who are living at home with their families, who are given an opportunity in the community to obtain the training, I do not believe the provision would be quite as necessary. The families could provide subsistence for those at home, as contrasted to the situation in which the training facilities are not available and it is necessary to send the youths away to some other place. If sent away, they would have no money to buy food while they were being trained. Where would they get their meals?

If we confine the provision to the situation in which these young people are sent to different localities to get training, I would be willing to see even the 5 percent ceiling raised, to provide more money. When the youths are to be taken away from their home environment, the situation would be quite different as to subsistence.

Mr. CLARK. I have great sympathy with the point of view expressed by the Senator from Rhode Island. Perhaps it is due to a lack of preparation that the substitute amendment is not more closely defined and refined.

We had an extensive discussion in the committee on this point, and the committee voted unanimously to report the bill to the Senate without considering a change in the language now under consideration, because we all felt we could safely trust the Secretary of Labor in this respect and that it was not necessary to write in a statutory restriction.

In addition—and I know the Senator from Rhode Island is aware of this, because the city of Providence, Rhode Island, is a city in which this is of considerable importance—there is the problem of the family itself. I am sure the Senator knows that there are thousands of families in Providence and in Pawtucket which are broken families, which have no wage earner in the family, with no support, and the people on relief. The wife, the husband having gone, cannot get a job.

These are the young people to whom we wish to give a little bit of help in connection with this retraining program.

I would urge the Senator not to insist that these young people have to move

away from their homes. Three-fourths of them would be in that category, but let us give to the Secretary of Labor a small amount of flexibility, only 5 percent.

Mr. HOLLAND. Mr. President, will the Senator from Vermont yield to me, so that I may address a series of questions to the Senator from Pennsylvania?

Mr. PROUTY. I yield to the Senator from Florida.

Mr. HOLLAND. First, what is the period of time contemplated under the pending bill during which the unemployment compensation payments or subsistence payments might be made?

Mr. CLARK. The maximum time would be 1 year. It is contemplated that in most instances it would be substantially less. It depends on the length of the training to be given.

The reason we provided for up to a year is that there are some highly technical skills as to which the course would have to run that long.

Mr. HOLLAND. I have before me the committee report for the Area Redevelopment Act. I have not been able to get a copy of the act in its final form, but I assume that the report covers the act substantially in the form in which it was passed.

I note from the report, and I understand from an interpretation thereof given to me by the Senator from Pennsylvania, that \$4.5 million was authorized for the retraining program under the Area Redevelopment Act.

Mr. CLARK. The Senator is correct. The Senator has the text, but it is my understanding—and I ask the Senator to check to see if I am correct—that the \$4.5 million was intended for individuals who lived and who would work within the area of chronic and persistent unemployment, in order to help them to obtain skill which they might have to go outside the area to acquire but which, in all likelihood, they could acquire within the area.

Mr. HOLLAND. I understand this is for selection and training, and I understand that the subsistence payments which are allowed are covered by the next paragraph of the report. It is provided that the payments will be made only for the period a trainee is receiving occupational training or retraining, but that no trainee shall receive such payment for more than 16 weeks.

Mr. CLARK. The Senator is correct.

Mr. HOLLAND. It is further provided that an annual appropriation of \$10 million is authorized for retraining subsistence payments.

Mr. CLARK. The Senator is correct.

Mr. HOLLAND. It seems to me that in view of the size of the proposed appropriation, the conditions of the pending bill vary much too widely from the conditions in the area redevelopment bill. For example, in the bill there is a limitation on subsistence payments for 16 weeks. I agree with the Senator from Pennsylvania that we should make allowable some subsistence payments to youths who may not have been employed before, but the only reason is that they have not been able to find a job. I see

no reason, however, for establishing a much more liberal or more costly program per youth in that case than what we establish under the Area Redevelopment Act for the training of persons generally who were out of employment. I wonder how the Senator feels we could justify the setting up of subsistence payments for not to exceed 1 year in this case, whereas we would limit them to 16 weeks during the period of training in the other case.

Mr. CLARK. I am sure the Senator from Florida will agree that it would be desirable to confine our present discussion to the amendment now pending, which has to do only with retraining allowances and not with the kind of subsistence payments to which my friend was referring in the second part of the report on the area redevelopment bill to which he had reference.

Mr. HOLLAND. That dealt solely with subsistence payments during the time of retraining.

Mr. CLARK. I think my friend also referred to the \$4,500,000 appropriation, which was for training as well as retraining allowances, which comes first.

Mr. HOLLAND. Not for subsistence?

Mr. CLARK. In the amendment we are talking about retraining allowances not about subsistence.

Mr. HOLLAND. Am I to understand that the Senator is inclined to agree with the Senator from Florida that the disparity between the maximum of 1 year of subsistence provided in the bill and the 16 weeks in the other bill should be corrected?

Mr. CLARK. No, I do not agree with my friend, for this reason: In the area redevelopment bill we were dealing with a specific situation in which, when we came to the retraining and subsistence payments provision, we were thinking about adult workers, such as coal miners, for example, who, it was hoped, could be retrained in some employable skill. It was the thought then—and that was before the Secretary of Labor had given us the benefit of his more mature thinking—that the kind of retraining job we would get for a coal miner probably could not last during a training period for more than 16 weeks. But when we talk about young people who are still in their adolescent and early adult years, we are thinking of the kind of jobs for which they could be trained. We would get into the kind of vocational and technical training which would have to continue for substantially more than 16 weeks. I have a list of them here. I do not believe it would be of any particular use to encumber the RECORD with the list at this point.

Mr. HOLLAND. Mr. President, I can see some soundness in what the Senator has said. I call his attention to the fact that young people of exactly the same description as the ones he is talking about as covered by the provisions of this bill were included by many thousands under the area redevelopment bill, and the training of young people under that bill was provided for. The provisions that I have referred to, namely,

the authorization and appropriation of \$10 million for retraining subsistence payments, with the condition that no trainee shall receive more than 16 weeks at the rate of unemployment compensation prevailing, was certainly a provision of the Area Redevelopment Act.

Mr. CLARK. It certainly was.

Mr. HOLLAND. And is at the present time.

Mr. CLARK. It certainly is.

Mr. HOLLAND. And it applies to many young people of exactly the same description—except as to the areas they come from—as those mentioned in the pending bill.

Mr. CLARK. The question is, How many is "many"? In my response to the Senator from Ohio, I attempted to point out that there really were not very many.

Mr. HOLLAND. If the Senator will allow me to make one further comment, I am quite agreeable to the idea of subsistence payments and of limiting them as suggested by the amendment to 5 percent of the total amount, which I understand to be \$3 million, or thereabouts, for the first year. Is that correct?

Mr. CLARK. It would be \$4,100,000 the first year.

Mr. HOLLAND. The first year. The total would be a \$90 million appropriation?

Mr. CLARK. Yes, \$4,100,000 the first year.

Mr. HOLLAND. For the first year, \$4,100,000 which I do not think is excessive at all. But I find objectionable the great differentiation in the total period of payment of subsistence, which is unemployment compensation—or is based upon unemployment compensation—in the case of the area redevelopment trainee, many of whom are exactly like the people who are referred to in the provisions of the bill.

I thank the Senator from Vermont and the Senator from Pennsylvania.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. PROUTY. I yield.

Mr. LAUSCHE. I wish to ask a question of both the Senator from Vermont [Mr. PROUTY] and the Senator from Pennsylvania [Mr. CLARK]. With respect to the eligibility of a person between the ages of 16 years and 22 years, who would differentiate between the one having the necessary means to buy his own education and training, and another person who is in poverty and does not have the necessary means?

Mr. CLARK. Mr. President, may I answer that question?

Mr. LAUSCHE. Yes.

Mr. CLARK. The bill provides for what to me seems to be a pretty careful screening process. In the first place, the Secretary of Labor must make a survey to determine where potential job opportunities exist. Having done so, he must then, in cooperation with State employment agencies and with the vocational and technical training and educational institutions of each State, conduct a series of tests to determine the aptitude of particular individuals to ac-

quire the training which it is proposed to give them.

Having then, at least to some extent, one would hope, screened the capable from the incapable, the Secretary must make the next decision as to whether the capable need a retraining allowance; and if they do not need such an allowance, he will not give it to them, because the bill provides that only in cases in which the Secretary of Labor finds it necessary to make such payment will payment be made.

Mr. LAUSCHE. The payments would be made on the basis of need.

Mr. CLARK. The Senator is correct.

Mr. PASTORE. Mr. President, will the Senator yield?

Mr. PROUTY. I yield.

Mr. PASTORE. Do I correctly understand, then, that the payments would not be made on a bloc basis, but would be made on an individual basis?

Mr. CLARK. The Senator is correct.

Mr. PASTORE. So in the same classroom there might be a boy who is 17 years old and who is receiving training without subsistence, and next to him might be one receiving subsistence because he needs it.

Mr. CLARK. I am sure what the Senator has described will happen in many instances. It is the committee's intention.

Mr. PASTORE. I feel there will be such cases.

Mr. CLARK. I am prepared to trust the Secretary of Labor.

Mr. PROUTY. Mr. President, may I point out that if the substitute offered by the distinguished Senator from Pennsylvania prevails, a 16-year-old boy could receive an average of \$32 a week for 52 weeks while he was going to school, perhaps in his own community, where most of the applicants would be taken care of.

I think we should also recognize that this program will not be subject to review for another year, at least, on any important feature, and we might as well postpone grandiose plans until we find out where we are going. I think if the Clark substitute is rejected and if my amendment is agreed to, it will not adversely affect the program.

During the course of a 2-year period we can examine the question of subsistence and then make judgments. I think the judgments should be those of Congress rather than the Secretary of Labor, because I think a great many unfortunate things could creep into an arrangement of that nature. I hope the Clark substitute will be rejected and that my amendment will prevail.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Pennsylvania [Mr. CLARK] to the amendment offered by the Senator from Vermont [Mr. PROUTY]. On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. HUMPHREY. I announce that the Senator from Connecticut [Mr. Dodd], the Senator from Missouri [Mr. Long], and the Senator from Oklahoma

[Mr. MONRONEY] are absent on official business.

I also announce that the Senator from New Mexico [Mr. CHAVEZ] is absent because of illness.

On this vote the Senator from New Mexico [Mr. CHAVEZ] is paired with the Senator from Kentucky [Mr. COOPER]. If present and voting the Senator from New Mexico would vote "yea" and the Senator from Kentucky would vote "nay."

On this vote the Senator from Missouri [Mr. LONG] is paired with the Senator from Arizona [Mr. GOLDWATER]. If present and voting the Senator from Missouri would vote "yea," and the Senator from Arizona would vote "nay."

I further announce that if present and voting the Senator from Connecticut [Mr. DODD], and the Senator from Oklahoma [Mr. MONRONEY] would vote "yea."

Mr. KUCHEL. I announce that the Senator from New Hampshire [Mr. BRIDGES] and the Senator from Kansas [Mr. CARLSON] are absent because of illness.

The Senator from Arizona [Mr. GOLDWATER] is necessarily absent.

The Senator from Kentucky [Mr. COOPER] is detained on official business.

On this vote, the Senator from Kentucky [Mr. COOPER] is paired with the Senator from New Mexico [Mr. CHAVEZ]. If present and voting, the Senator from Kentucky would vote "nay," and the Senator from New Mexico would vote "yea."

On this vote, the Senator from Arizona [Mr. GOLDWATER] is paired with the Senator from Missouri [Mr. LONG]. If present and voting, the Senator from

Arizona would vote "nay," and the Senator from Missouri would vote "yea."

The result was announced—yeas 53, nays 39, as follows:

[No. 164]

YEAS—53

Anderson	Hartke	Metcalf
Bartlett	Hayden	Morse
Beall	Hickey	Moss
Bible	Hill	Muskie
Burdick	Holland	Neuberger
Byrd, W. Va.	Humphrey	Pastore
Cannon	Jackson	Pell
Carroll	Javits	Proxmire
Case, N.J.	Johnston	Randolph
Church	Kefauver	Smathers
Clark	Kerr	Smith, Mass.
Douglas	Long, Hawaii	Sparkman
Eastland	Long, La.	Stennis
Engle	Magnuson	Symington
Fulbright	Mansfield	Williams, N.J.
Gore	McCarthy	Yarborough
Gruening	McGee	Young, Ohio
Hart	McNamara	

NAYS—39

Alken	Ellender	Prouty
Allott	Ervin	Robertson
Bennett	Fong	Russell
Boggs	Hickenlooper	Saltonstall
Bush	Hruska	Schoeppel
Butler	Jordan	Scott
Byrd, Va.	Keating	Smith, Maine
Capehart	Kuchel	Talmadge
Case, S. Dak.	Lausche	Thurmond
Cotton	McClellan	Tower
Curtis	Miller	Wiley
Dirksen	Morton	Williams, Del.
Dworshak	Mundt	Young, N. Dak.

NOT VOTING—8

Bridges	Cooper	Long, Mo.
Carlson	Dodd	Monroney
Chavez	Goldwater	

So Mr. CLARK's amendment to Mr. PROUTY's amendment in the nature of a substitute was agreed to.

The PRESIDING OFFICER. The question now recurs on the amendment of the Senator from Vermont as

amended by the amendment of the Senator from Pennsylvania.

Mr. PROUTY. Madam President, I ask unanimous consent to withdraw my request for the yeas and nays on the pending amendment.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. PROUTY. Madam President, I ask for the yeas and nays on the passage of the bill.

The yeas and nays were ordered.

The PRESIDING OFFICER. The question now recurs on the amendment of the Senator from Vermont, as amended by the amendment of the Senator from Pennsylvania.

The amendment, as amended, was agreed to.

The PRESIDING OFFICER. The question now is on agreeing to the committee amendment, as amended.

The committee amendment, as amended, was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

Mr. CLARK. Madam President, I ask unanimous consent to have printed at this point in the RECORD a tabulation giving the estimated costs of the bill, as submitted by the Department of Labor.

There being no objection, the tabulation was ordered to be printed in the RECORD, as follows:

Manpower Training and Development Act of 1961—Estimates of cost revised per subcommittee print S. 1991, June 28, 1961

[In thousands of dollars]

	1962	1963	1964	1965
TITLE I				
Occupational training and manpower:				
Sec. 103.1 To provide for evaluation of the impact of automation on the utilization of the Nation's labor force, establishment of research in problems of automation, and publication of findings by the Secretary of Labor. Approximately 100 percent increase of present BLS entire productivity program.....	600	600	500	500
Sec. 103.2 To provide for factual studies by the Secretary of Labor of practices of employer and unions which impede mobility of workers and for encouragement of improved mobility practices for the Secretary of Labor estimated to about ½ of the automation job in size.....	300	200	200	200
Sec. 104.0 Development, compilation, and dissemination of information regarding skill requirements, occupational outlook, job opportunities, and employment trends. For printing based on previous experience.....	520	520	520	520
Sec. 105.0 For overall direction of programs under this act. About double present proposal for the Office of Automation—allows \$50,000 for 1st year consultants and a base of about 10 professional and 5 clerical positions.....	150	150	150	150
Total, title I.....	1,570	1,470	1,370	1,370
TITLE II				
PART A				
Training and skill development programs:				
Sec. 202.0 For counseling testing and placement services for long-term unemployed and underemployed. 600,000 1st, 2d and 400,000 for the 3d and 4th year.....	3,000	3,000	2,000	2,000
Sec. 203.0 Retraining allowances for long-term unemployed. 60,000 1st year; 110,000 2d year; 200,000 3d year; 200,000 4th year. ¹ Average of \$32 week for 26 weeks or about \$832 per person.....	49,840	90,520	83,000	83,000
Retraining allowances for on-the-job training (20,000 1st year and 40,000 2d and 100,000 the 3d and 4th year); 50 percent allowances 1 or \$416 per person.....	8,300	16,640	20,400	20,400
Youth training ¹ 10,000 1st year; 20,000 2d year, and 50,000 3d and 4th.....	4,160	8,320	10,400	10,400
On-the-job and related training:				
Sec. 204.0:				
(a) Encourage, develop and secure adoption of on-the-job programs 20 percent increase current program 1st year and 100 percent or more increase thereafter.....	1,000	3,000	3,000	3,000
(b) Supplementary classroom instruction with HEW.....	1,000	1,000	1,000	1,000
(c) Securing adherence to standards.....	500	500	500	500
Sec. 205.0 National Advisory Committee.....	30	30	30	30
Sec. 206.0 Report on operation of training programs.....	500	500	500	500
Total, title II, part A.....	68,330	123,510	120,830	120,830

¹ 50 percent State matching 3d and 4th year.

Manpower Training and Development Act of 1961—Estimates of cost revised per subcommittee print S. 991, June 23, 1961—Continued

[In thousands of dollars]

	1962	1963	1964	1965
TITLE II				
PART B				
Vocational training:				
Sec. 401.0 Provision of vocational training. For unemployed 80,000 1st year; 120,000 2d year; 380,000 3d year; 380,000 4th year.				
For underemployed 30,000 and 40,000 for 2d year; 50,000 3d and 4th year thereafter; \$300 per person; 100 percent Federal for unemployed and 50 percent for underemployed; 50 percent State matching 3d and 4th year.	28,500	42,000	60,250	60,250
TITLE III				
(And sec. 207)				
Miscellaneous:				
For general administration and coordination (BES and grants)	1,600	2,750	2,750	2,750
Total Training and Manpower Act 1961—NOA expenditures	100,000	169,730	185,200	185,200
Expenditures	90,000	163,000	182,000	185,200
Liquidation costs in 1966 based on 3 months' activities				70,000

Mr. CLARK. Madam President, I ask unanimous consent that the Secretary of the Senate in the enrollment of this bill be authorized to make any corrections of a technical or typographical nature.

The ACTING PRESIDENT pro tempore (Mrs. NEUBERGER in the chair.) Without objection, it is so ordered.

Mr. LAUSCHE. Madam President, I contemplate voting against the bill. It contains provisions which will duplicate what we are already doing in one form or another. The bill is only another example of spending, and I cannot subscribe to it.

I voted for the area redevelopment bill, which contemplated in a measure taking care of these problems; but I cannot go along with the unlimited spending programs which more and more are precipitating our country into great difficulties.

The ACTING PRESIDENT pro tempore. The bill has been read the third time. The question now is, Shall the bill pass?

On this question, the yeas and nays have been ordered; and the clerk will call the roll.

The legislative clerk called the roll.

Mr. HUMPHREY. I announce that the Senator from Connecticut [Mr. DODD], the Senator from Missouri [Mr. LONG], and the Senator from Oklahoma [Mr. MONRONEY] are absent on official business.

I also announce that the Senator from New Mexico [Mr. CHAVEZ] is absent because of illness.

I announce that the Senator from Alaska [Mr. GRUENING], and the Senator from Nevada [Mr. CANNON] were absent due to the failure of the bells to ring in their office.

On this vote the Senator from Alaska [Mr. GRUENING] is paired with the Senator from Arizona [Mr. GOLDWATER]. If present and voting the Senator from Alaska would vote "yea," and the Senator from Arizona would vote "nay."

I further announce that if present and voting, the Senator from New Mexico [Mr. CHAVEZ], the Senator from Connecticut [Mr. DODD], the Senator from Missouri [Mr. LONG], the Senator from Oklahoma [Mr. MONRONEY], and the Senator from Nevada [Mr. CANNON] would vote "yea."

Mr. KUCHEL. I announce that the Senator from New Hampshire [Mr. BRIDGES] and the Senator from Kansas [Mr. CARLSON] are absent because of illness.

The Senator from Arizona [Mr. GOLDWATER] is necessarily absent.

On this vote, the Senator from Arizona [Mr. GOLDWATER] is paired with the Senator from Alaska [Mr. GRUENING]. If present and voting, the Senator from Arizona would vote "nay," and the Senator from Alaska would vote "yea."

The result was announced—yeas 60, nays 31, as follows:

[No. 165]

YEAS—60

Alken	Hartke	Morse
Anderson	Hayden	Morton
Bartlett	Hickey	Moss
Beall	Hill	Muskie
Bible	Humphrey	Neuberger
Boggs	Jackson	Pastore
Burdick	Javits	Pell
Bush	Johnston	Prouty
Byrd, W. Va.	Keating	Proxmire
Capehart	Kefauver	Randolph
Carroll	Kerr	Scott
Case, N.J.	Kuchel	Smith, Mass.
Church	Long, Hawaii	Smith, Maine
Clark	Long, La.	Sparkman
Cooper	Magnuson	Symington
Douglas	Mansfield	Talmadge
Engle	McCarthy	Wiley
Fong	McGee	Williams, N.J.
Gore	McNamara	Yarborough
Hart	Metcalf	Young, Ohio

NAYS—31

Allott	Ervin	Russell
Bennett	Fulbright	Saltonstall
Butler	Hickenlooper	Schoeppel
Byrd, Va.	Holland	Smathers
Case, S. Dak.	Hruska	Stennis
Cotton	Jordan	Thurmond
Curtis	Lausche	Tower
Dirksen	McClellan	Williams, Del.
Dworshak	Miller	Young, N. Dak.
Eastland	Mundt	
Ellender	Robertson	

NOT VOTING—9

Bridges	Chavez	Gruening
Cannon	Dodd	Long, Mo.
Carlson	Goldwater	Monroney

So the bill (S. 991) was passed.

The title was amended, so as to read: "A bill relating to manpower requirements, resources, development, and utilization, and for other purposes."

Mr. MANSFIELD. Madam President, I move to reconsider the vote by which the bill was passed.

Mr. CLARK. Madam President, will the Senator withhold his request so that the vote may be announced?

Mr. MANSFIELD. I thought the vote was announced.

The ACTING PRESIDENT pro tempore. The vote was announced.

Mr. CLARK. I move to lay the motion of the Senator from Montana on the table.

Mr. GRUENING. Madam President, I rise to a point of personal privilege. The bells did not ring, and I ask that I be recorded on the vote.

The ACTING PRESIDENT pro tempore. The request is not in order under the rules of the Senate. The vote has already been announced.

The question is on agreeing to the motion of the Senator from Pennsylvania to lay on the table the motion of the Senator from Montana to reconsider the vote by which the bill was passed.

The motion to lay on the table was agreed to.

Mr. MANSFIELD subsequently said. Mr. President, I think the record should be made clear that the distinguished Senator from Alaska [Mr. GRUENING], who arrived in the Chamber just as the Chair was announcing the result of the vote on Senate bill 1991, relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes, was unable to arrive earlier because the bells did not ring; and therefore his position should be made clear at this time.

The Chair will recall that just as the result of the vote was being announced, the Senator from Alaska entered the Chamber, and asked to be recognized; but because of the fact that the vote was in the process of being announced, it was impossible for the Chair to recognize him at that time.

But the Senator from Alaska was very much in favor of this particular bill, and he would have voted in favor of it if he had been given an opportunity to do so. But he was not given the opportunity to vote for the bill, because of the failure of the bells, which are supposed to be in order to call all of us here.

So I ask unanimous consent that the Senator from Alaska [Mr. GRUENING] be recorded as in favor of Senate bill 1991.

Mr. KUCHEL. Mr. President, reserving the right to object, and I shall not object, I merely wish to ask whether the

distinguished majority leader has discussed this question with the minority leader.

Mr. MANSFIELD. No, I did not, because the Senator from Alaska was here at the time, and the minority leader was aware of it. But I am quite certain in my own mind that the Senator from Illinois, the minority leader, would go along with my suggestion, because what happened to the Senator from Alaska could happen to any Senator, and I am sure the minority leader would want to accord him this courtesy.

Mr. KUCHEL. I understand that; but in the absence of the minority leader—

Mr. MANSFIELD. I have no doubt that the minority leader would agree to what I am going to ask, if it can be granted.

The PRESIDING OFFICER (Mr. METCALF in the chair). Let the Chair rule on this matter. The Chair calls attention to rule XII, which reads in part, as follows:

No motion to suspend this rule shall be in order, nor shall the Presiding Officer entertain any request to suspend it by unanimous consent.

Rule XII provides for voting, and provides that it is not in order for unanimous consent to be requested in order to permit a Senator to vote after the result of a vote has been announced.

Mr. MANSFIELD. Of course, Mr. President, I accept the ruling of the Chair; it is what I anticipated it would be. But I wanted to state clearly, for the RECORD, that an attempt was made by the Senator from Alaska to be present and to vote, but that he was prevented from voting through no fault of his own, and that therefore this explanation should be made.

AMENDMENT TO FEDERAL RESERVE ACT

Mr. MANSFIELD. Madam President, I ask unanimous consent that the pending business be laid aside temporarily, and that the Senate proceed to the consideration of Calendar No. 713, Senate bill 1005.

The ACTING PRESIDENT pro tempore. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 1005) to amend section 10 and section 3 of the Federal Reserve Act, and for other purposes.

The ACTING PRESIDENT pro tempore. Is there objection to the request of the Senator from Montana?

There being no objection, the Senate proceeded to consider the bill.

Mr. CARROLL. Madam President, on August 15 the Senate Banking and Currency Committee met in executive session and discussed Senate bill 1005, which amends a portion of the Federal Reserve Act.

The bill confers on the Board of Governors of the Reserve the power of authorizing construction of new branch bank buildings and additions to old buildings.

At this meeting the committee studied at length a problem I had presented to the chairman, the distinguished junior

Senator from Virginia [Mr. ROBERTSON].

I had raised the question with the chairman and several other committee members, of the wisdom of permitting the Federal Reserve to move its branch bank in Denver rather than expand the bank at its present site.

Such a move, I pointed out, was contemplated by the Reserve.

The bank is presently located at 17th and Arapahoe in Denver and provides what Denver civic groups call an anchor against deterioration of downtown Denver.

This is a factor that should be of legitimate concern to the Federal Government, which is already involved deeply in urban renewal projects in several Denver areas, one relatively close to the present bank.

It is as much in the public interest to prevent conditions that lead to urban decay as it is to make restoration once the decay has occurred.

And it is more economical.

Madam President, so that the Senate may know how important it is for the Federal Government to help stop urban deterioration before it has to pour millions into renewal of urban areas, I want to offer some statistics on urban renewal projects in Denver.

There are five urban renewal projects now in various stages of progress in Denver.

They are: First, Avondale area; second, Blake Street area; third, Whittier School area; fourth, Jerome Park area; and fifth, West Colfax area.

The Federal Government share in these projects will come to about \$8 million. The city of Denver's share will be \$3.3 million.

Two months ago Mr. Bruce Rockwell, chairman of the Denver Urban Renewal Authority, described the long-range urban renewal plans of the city of Denver as costing \$36 million, \$24 million of which will be from the Federal Government.

Madam President, \$12 million of the \$36 million will be spent in restoring downtown Denver, not far from the present location of the Federal Reserve bank; \$8 million of the \$12 million will be Federal funds.

It is readily obvious why, in terms of potential Federal investment in the area, it is important that the Federal Reserve not contribute to deterioration of any other downtown areas.

Madam President, I ask unanimous consent that there be printed at this point in the RECORD an article from the June 30, 1961, Rocky Mountain News describing Denver's urban renewal plans.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the Rocky Mountain News (Colo.), June 30, 1961]

THIRTY-SIX MILLION DOLLARS COST SET ON URBAN PLAN

(By Del Harding)

A 6-year, \$36 million urban renewal program was presented to the Denver Urban Renewal Authority Thursday.

Bruce Rockwell, authority board chairman, said the program was submitted to the Capital Improvements Committee for use as

a guide in planning long-range urban renewal needs.

But he stressed the program, which calls for \$11.8 million in local funds with the rest coming from Federal grants, is only a tentative list of proposals for use as a guide for possible future needs.

DISCUSS PROGRAM

Authority board members discussed the program at their meeting Thursday but took no formal action.

Rockwell said the program assumes the proposed metropolitan sales tax will be approved this fall by the voters. If not, the program will have to be altered.

Robert Cameron, authority secretary, was told to examine the \$5.6 billion housing bill passed Wednesday by Congress to determine how it will affect Denver's urban renewal program.

The 6-year program calls for spending \$1.9 million (\$400,000 in local funds) in 1962 on expanding the Whittier School neighborhood project and \$495,000 (\$165,000 local funds) in setting up the Jerome Park project.

Proposed for 1963 is a \$1.6 million (\$530,000 local funds) project on West Colfax Avenue and a \$1.5 million (\$500,000 local funds) project in the St. Luke's Hospital area.

LATER YEARS

Proposed in later years:

1964: \$3 million (\$1 million local funds) for project in city-county building area; \$2.2 million (\$750,000 local) for project in Whittier School-Blake Street area.

1965: \$6 million (half local funds) for project in Colorado University extension center area and \$3 million (\$1 million local) for an east Denver project.

1966: \$6 million (\$2 million local) for a lower downtown project; \$1.5 million (\$500,000 local) for another east Denver project.

1967: \$6 million (\$2 million local) for another lower downtown project; \$3 million (\$1 million local) for another St. Luke's area project.

LANGUAGE IN COMMITTEE REPORT

Mr. CARROLL. Madam President, the Banking and Currency Committee saw fit, in connection with the Denver problem to add at my request some general language to the report on S. 1005.

This language, which is on page three of Senate Report No. 737, I think puts the Reserve Board on notice that the Congress does not look with favor on capricious new construction merely to provide a more luxurious atmosphere.

When the Senate and House required additional space we expanded at our present locations. We did not search out property on upper Massachusetts Avenue to construct brandnew headquarters—though no doubt life is more genteel in Spring Valley.

The language in the report which I consider to be adequate notice to the Reserve to halt its present plans is as follows:

The committee expects that the Board of Governors will exercise sound judgment and prudent economy in acting under this amendment. The committee expects that the Board will only approve proposed new construction or additions under the amendment where such expenditures are shown to be demonstrably necessary, and then only to the extent necessary. The committee expects that the Board of Governors in the exercise of good judgment and sound discretion will act only after fully obtaining the views of local persons and organizations, and only after giving full weight to local needs and practices, so that the location of branch bank buildings will be as convenient and as advantageous as possible. The committee ex-

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE
(For information only;
should not be quoted
or cited).

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For actions of August 24, 1961
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HIGHLIGHTS: House Rules Committee cleared hog cholera eradication bill. Rep. Dole urged enactment of sugar legislation. House committee voted to report bill to extend saline water conversion program. Senate debated Peace Corps bill. Sen. Humphrey inserted Secretary Freeman's University of Minnesota speech.

SENATE

1. **PEACE CORPS.** Continued debate on S. 2000, to provide for the establishment of a Peace Corps. pp. 15853, 15860-2, 15864-8, 15872-86

Agreed to the following amendments:

The committee amendments en bloc. p. 15866

By Sen. Keating, to provide for a full study and investigation of the program by the Senate Foreign Relations Committee after the program has been in operation for 3 years. pp. 15866-8

By Sen. Hickenlooper, to provide that voluntary service in the Peace Corps shall not exempt a person from military service. pp. 15872-3

By Sen. Hickenlooper, to provide that not more than 75 Peace Corps volunteers or volunteer leaders shall be assigned to international organizations. pp. 15873-5

By Sen. Hickenlooper, as modified by an amendment by Sen. Scott, to reduce the number of supergrades authorized by the bill. pp. 15875-9

Rejected an amendment by Sen. Hickenlooper, 32 to 59, to reduce the authorization for fiscal year 1962 from \$40 million to \$25 million. pp. 15879-86

2. **SALINE WATER.** The Interior and Insular Affairs Committee voted to report (but did not actually report) with amendment S. 2156, to extend and expand the saline water conversion program. p. D761

3. FORESTRY. The Interior and Insular Affairs Committee voted to report (but did not actually report) with amendment S. 1760, to provide for the establishment of the Great Basin National Park, Nev., including national forest lands, and S. 476, to provide for the establishment of the Point Reyes National Seashore, Calif. p. D761
4. RECLAMATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) without amendment S. 230, to modify provisions relating to construction of the Garrison diversion unit, Missouri River Basin, and S. 970, to authorize construction of the Mid-State reclamation project, Nebr. p. D761
5. MINERALS. The Interior and Insular Affairs Committee voted to report (but did not actually report) with amendment S. 1747, to stabilize the mining of lead and zinc through Federal payments to domestic miners of lead and zinc ores and concentrates. p. D761
6. SMALL BUSINESS. The Banking and Currency Committee voted to report (but did not actually report) with amendment S. 836, the proposed Small Business Act Amendments, of 1961. p. D760
7. FARM PROGRAM. Sen. Humphrey inserted Secretary Freeman's speech before the annual meeting of the American Institute of Cooperation at the University of Minnesota discussing farm cooperatives. pp. 15849-52
8. FOREIGN TRADE; SURPLUS FOODS. Sen. Lausche criticized a Department of Commerce bulletin "declaring there would be a change of policy, in that export licenses would be issued to American exporting firms, authorizing them to sell subsidized surplus foods to Communist Russia and to satellite countries," and stated that in the Agricultural Act of 1961, "Congress clearly expressed its opposition to the sale of surplus subsidized foods to such countries." p. 15849
9. MANPOWER RESOURCES. Sen. Clark inserted a summary of the principal features of S. 1991, the proposed Manpower Development and Training Act of 1961, as passed by the Senate. pp. 15852-3
10. ELECTRIFICATION. Sen. McGee inserted two articles discussing "the question of the upper Colorado transmission grid." pp. 15857-8
Sen. Kefauver commended the TVA program, stating that "this program has been paying its own way, out of power revenues and proceeds from the sale of bonds." p. 15859
11. WILDERNESS PRESERVATION. Sen. Anderson discussed the provisions and urged enactment of S. 174, the wilderness preservation bill. pp. 15917-20
12. FOREIGN AID. Sen. Williams, N. J., spoke in favor of granting the President five-year-borrowing-authority for financing the foreign aid program. p. 15922
13. LEGISLATIVE PROGRAM. Sen. Mansfield announced that after consideration of the Peace Corps bill the following bills will be considered, on Fri. and Sat.: S. 1130, health services for migratory farm workers; S. 1126, registration of contractors of migratory farm workers; S. 1123, amendment of child labor provisions re migratory farm workers; S. 1132, establishment of National Citizens Council on Migratory Labor; S. 1124, improved educational facilities for children of migratory farm workers; and S. 1729, to promote the foreign commerce of the U. S. Also, he stated that next Mon. or Tues. S. 543, to promote the preservation of certain shoreline areas, will probably be considered. p. 15915

87TH CONGRESS
1ST SESSION

S. 1991

IN THE HOUSE OF REPRESENTATIVES

AUGUST 24, 1961

Referred to the Committee on Education and Labor

AN ACT

Relating to manpower requirements, resources, development,
and utilization, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Manpower Development
4 and Training Act of 1961".

5 TITLE I—MANPOWER REQUIREMENTS, DEVEL-
6 OPMENT, AND UTILIZATION

7 STATEMENT OF FINDINGS AND PURPOSE

8 SEC. 102. The Congress finds that there is critical need
9 for more and better trained personnel in many vital occupa-
10 tional categories, including professional, scientific, technical,
11 and apprenticeable categories; that even in periods of high

1 unemployment, many employment opportunities remain un-
2 filled because of the shortages of qualified personnel; and
3 that it is in the national interest that current and prospective
4 manpower shortages be identified and that persons who can
5 be qualified for these positions through education and train-
6 ing be sought out and trained, in order that the Nation may
7 meet the staffing requirements of the struggle for freedom.
8 The Congress further finds that the skills of many persons
9 have been rendered obsolete by dislocations in the economy
10 arising from automation or other technological developments,
11 foreign competition, relocation of industry, shifts in market
12 demands, and other changes in the structure of the economy;
13 that Government leadership is necessary to insure that the
14 benefits of automation do not become burdens of widespread
15 unemployment; that the problem of assuring sufficient em-
16 ployment opportunities will be compounded by the extraor-
17 dinarily rapid growth of the labor force in the next decade,
18 particularly by the entrance of young people into the labor
19 force, that improved planning and expanded efforts will be
20 required to assure that men, women, and young people will
21 be trained and available to meet shifting employment needs;
22 that many persons now unemployed or underemployed, in
23 order to become qualified for reemployment or full employ-
24 ment must be provided with skills which are or will be in de-
25 mand in the labor market; that the skills of many persons

1 now employed are inadequate to enable them to make their
2 maximum contribution to the Nation's economy; and that
3 it is in the national interest that the opportunity to acquire
4 new skills be afforded to these people in order to alleviate
5 the hardships of unemployment, reduce the costs of unemployment
6 compensation and public assistance, and to increase the Nation's
7 productivity and its capacity to meet the requirements of the space age. It is therefore the purpose
8 of this Act to require the Federal Government to appraise
9 the manpower requirements and resources of the
10 Nation, develop and apply the information and methods
11 needed to deal with the problems of unemployment resulting
12 from automation and technological changes and other
13 types of persistent unemployment.

14 EVALUATION, INFORMATION, AND RESEARCH

15 SEC. 103. To assist the Nation in accomplishing the
16 objectives of technological progress while avoiding or minimizing
17 individual hardship and widespread unemployment,
18 the Secretary of Labor shall—

19 (1) evaluate the impact of, and benefits and problems
20 created by automation, technological progress, and
21 other changes in the structure of production and demand
22 on the use of the Nation's human resources; establish
23 techniques and methods for detecting in advance the
24 potential impact of such developments; develop solutions
25

1 to these problems, and publish findings pertaining
2 thereto;

3 (2) establish a program of factual studies of prac-
4 tices of employers and unions which tend to affect
5 mobility of workers, including but not limited to early
6 retirement and vesting provisions and practices under
7 private compensation plans; the extension of health, wel-
8 fare, and insurance benefits to laid-off workers; the
9 operation of severance plans; and the use of extended
10 leave plans for education and training purposes;

11 (3) appraise the adequacy of the Nation's man-
12 power development efforts to meet foreseeable manpower
13 needs and recommend needed adjustments, including
14 methods for promoting the most effective occupational
15 utilization of and providing useful work experience and
16 training opportunities for untrained and inexperienced
17 youth;

18 (4) promote, encourage, or directly engage in pro-
19 grams of information and communication concerning
20 manpower requirements, development, and utilization,
21 including prevention and amelioration of undesirable
22 manpower effects from automation and other technologi-
23 cal developments and improvement of the mobility of
24 workers; and

25 (5) arrange for the conduct of such research and

investigations as give promise of furthering the objectives of this Act.

SKILL AND TRAINING REQUIREMENTS

SEC. 104. The Secretary of Labor shall develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, training activities, and employment trends on a National, State, or area or other appropriate basis which shall be used in determining the educational, training, counseling, and placement activities performed under this Act.

MANPOWER REPORT

SEC. 105. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1962) a report pertaining to manpower requirements, resources, utilization, and training.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

GENERAL RESPONSIBILITY

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill require-

1 ments of the economy, develop policies for the adequate
2 occupational development and maximum utilization of the
3 skills of the Nation's workers, promote and encourage the
4 development of broad and diversified training and retraining
5 programs, including on-the-job training designed to qualify
6 for employment the many persons who cannot reasonably be
7 expected to secure full-time employment without such train-
8 ing, and to equip the Nation's workers with the new and
9 improved skills that are or will be required.

SELECTION OF TRAINEES

11 SEC. 202. (a) The Secretary of Labor shall provide a
12 program for testing, counseling, and selecting for occupa-
13 tional training those unemployed or underemployed persons
14 who cannot reasonably be expected to secure appropriate full-
15 time employment without training. Whenever appropriate
16 the Secretary shall provide a special program for the testing,
17 counseling and selection of youths, sixteen years or older,
18 for occupational training and further schooling. Workers
19 in farm families with less than \$1,200 annual net family
20 income shall be considered unemployed for the purpose of
21 this Act.

(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall also refer other persons qualified for training or retraining programs which will enable them to acquire

1 needed skills. Priority in referral for training shall also
2 be extended to persons to be trained for skills needed within
3 the State of their residence.

4 (c) The Secretary of Labor shall determine the occupa-
5 tional training or retraining needs of referred persons, pro-
6 vide for their orderly selection and referral for training under
7 this Act, and provide placement services to persons who have
8 completed their training, as well as follow-up studies to
9 determine whether the programs provided meet the occupa-
10 tional training needs of the persons referred.

11 WEEKLY TRAINING ALLOWANCES

12 SEC. 203. (a) The Secretary of Labor may, on behalf
13 of the United States, enter into agreements with States under
14 which the Secretary of Labor shall make payments to such
15 States either in advance or by way of reimbursement for the
16 purpose of enabling such States to make payment of weekly
17 Federal training allowances to individuals selected for train-
18 ing pursuant to the provisions of section 202 and undergoing
19 such training. Such payments shall be made for a period not
20 exceeding fifty-two weeks, and the amount of any such pay-
21 ment in any week for individuals undergoing training, in-
22 cluding uncompensated employer-provided training, shall not
23 exceed the amount of the average weekly unemployment
24 compensation payment (including allowances for depend-
25 ents) for a week of total unemployment in the State making

1 such payments during the most recent quarter for which
2 such data are available: *Provided however*, That in any
3 week an individual who, but for his training, would be en-
4 titled to unemployment compensation in excess of such al-
5 lowance, shall receive an allowance increased by the amount
6 of such excess.

7 For individuals undergoing on-the-job training the
8 amount of any payment by the Secretary of Labor under this
9 section shall be reduced by a proportion equal to the ratio
10 that the number of compensated hours per week bears to
11 forty hours: *Provided*, That in no event shall the payment
12 to such an individual, when added to the amount received
13 from the employer, bring the total to more than the
14 average weekly unemployment compensation payment re-
15 ferred to above.

16 (b) Such weekly training allowances may be supple-
17 mented by such sums as may be determined by the Secretary
18 of Labor to be necessary to defray transportation and sub-
19 sistence expenses for separate maintenance of individuals en-
20 gaged in training under this title including compensated full-
21 time on-the-job training, when such training is provided in
22 facilities which are not within commuting distance of their
23 regular place of residence: *Provided*, That the Secretary in
24 defraying such subsistence expenses shall not afford any indi-
25 vidual an allowance exceeding the rate of \$35 per week; nor

1 shall the Secretary authorize any transportation expenditure
2 exceeding the rate of 10 cents per mile: *And provided further,*
3 That where due to the unusual circumstances the maximum
4 per diem allowance would be more than the amount required
5 to meet the actual and necessary expenses the Secretary may
6 prescribe conditions under which reimbursement for such ex-
7 penses may be authorized on an actual expense basis.

8 (c) Except where the Secretary of Labor finds such
9 training allowances are necessary to provide occupational
10 training for youths over sixteen but under twenty-two years
11 of age, and only to the extent of 5 per centum of the total
12 allowances under this section, such training allowances shall
13 be limited to unemployed persons who have had not less than
14 three years of experience in gainful employment and who
15 are heads of families or heads of households as defined in the
16 Internal Revenue Code.

17 (d) After June 30, 1963, any amount paid to a State
18 for training allowances under this section shall be paid
19 on condition that such State shall bear 50 per centum of
20 the amount of such allowances.

21 (e) No training allowance shall be made to any person
22 otherwise eligible who, with respect to the week for which
23 such payment would be made, has received or is seeking un-
24 employment compensation under title XV of the Social Se-

1 curity Act or any other Federal or State unemployment com-
2 pensation law, but if the appropriate State or Federal agency
3 finally determines that a person denied training allowances
4 for any week because of this subsection was not entitled to
5 unemployment compensation under title XV of the Social
6 Security Act or such Federal or State law with respect to
7 such week, this subsection shall not apply with respect to
8 such week.

9 (f) A person who refuses, without good cause, to accept
10 training under this Act shall not, for one year thereafter,
11 be entitled to training allowances.

12 (g) Any agreement under this section may contain
13 such provisions (including, as far as may be appropriate,
14 provisions authorized or made applicable with respect to
15 agreements concluded by the Secretary of Labor pursuant to
16 title XV of the Social Security Act) as will promote effective
17 administration, protect the United States against loss and
18 insure the proper application of payments made to the State
19 under such agreement. Except as may be provided in such
20 agreements, or in regulations hereinafter authorized, deter-
21 minations by any duly designated officer or agency as to the
22 eligibility of individuals for weekly Federal training allow-
23 ances under this section shall be final and conclusive for any
24 purposes and not subject to review by any court or any other
25 officer.

ON-THE-JOB TRAINING

SEC. 204. (a) The Secretary of Labor shall develop, and shall secure the adoption of programs for on-the-job training needed to equip individuals selected for training with the appropriate skills, including wherever appropriate special programs for youths over sixteen years of age. The Secretary shall, to the maximum extent possible, secure the adoption of programs by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective on-the-job training programs.

(b) The Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs conducted pursuant to the provisions of this title.

(c) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

(1) that wages paid to trainees are not less than those customarily paid in the training establishment and in the community to learners on the same job; and

(2) that adequate and safe facilities, personnel, and records of attendance and progress are provided.

1 (d) Where on-the-job training programs under this part
2 require supplementary classroom instruction, appropriate
3 arrangements for such instruction shall be agreed to by
4 the Secretary of Health, Education, and Welfare and the
5 Secretary of Labor.

6 NATIONAL ADVISORY COMMITTEE

7 SEC. 205. (a) The Secretary shall appoint a National
8 Advisory Committee which shall consist of ten members and
9 shall be composed of representatives of labor, management,
10 agriculture, education, and training, and the public in gen-
11 eral. From the members appointed to such Committee the
12 Secretary shall designate a Chairman. Such Committee, or
13 any duly established subcommittee thereof, shall from time
14 to time make recommendations to the Secretary relative to
15 the carrying out of his duties under this Act. Such Com-
16 mittee shall hold not less than two meetings during each
17 calendar year.

18 (b) The National Advisory Committee shall encourage
19 and assist in the organization on a plant, community,
20 regional, or industry basis of labor-management-public com-
21 mittees and similar groups designed to further the purposes
22 of this Act and may provide assistance to such groups, as
23 well as existing groups organized for similar purposes, in
24 effectuating such purposes.

1 (c) The National Advisory Committee may accept
2 gifts or bequests, either for carrying out specific programs
3 or for its general activities or for its responsibilities under
4 subsection (b) of this section.

5 REPORTS ON OPERATION OF TRAINING PROGRAMS

6 SEC. 206. The Secretary shall develop, compile and
7 make available information concerning—

8 (1) the number and types of training and retraining
9 activities conducted under this Act;

10 (2) the number of unemployed persons who have
11 secured full-time employment in fields related to such
12 training or retraining; and

13 (3) the nature of such employment.

14 STATE AGREEMENTS

15 SEC. 207. (a) The Secretary of Labor is authorized
16 to enter into an agreement with a State, or with the ap-
17 propriate agency of the State, pursuant to which the Secre-
18 tary of Labor may, for the purpose of carrying out his func-
19 tions and duties under this title, utilize the services of the
20 appropriate State agency and, notwithstanding any other
21 provision of law, may reimburse such State or appropriate
22 agency for services rendered for such purposes.

23 (b) Any agreement under this section may contain
24 such provisions as will promote effective administration, pro-

1 tect the United States against loss and insure that the func-
2 tions and duties to be carried out by the appropriate State
3 agency are performed in a satisfactory manner.

4 RULES AND REGULATIONS

5 SEC. 208. The Secretary of Labor shall prescribe such
6 rules and regulations as he may deem necessary and appro-
7 priate to carry out the provisions of this part.

8 PART B—DUTIES OF THE SECRETARY OF HEALTH,

9 EDUCATION, AND WELFARE

10 GENERAL RESPONSIBILITY

11 SEC. 231. The Secretary of Health, Education, and
12 Welfare shall, pursuant to the provisions of this title, enter
13 into agreements with States under which the appropriate
14 State vocational education agencies will undertake to provide
15 training or retraining needed to equip individuals referred
16 to the Secretary of Health, Education, and Welfare by the
17 Secretary of Labor pursuant to section 202, for the occupa-
18 tions specified in the referrals. Such State agencies shall pro-
19 vide for such training or retraining through public education
20 agencies or institutions or, if facilities or services of such agen-
21 cies or institutions are not adequate for the purpose, through
22 arrangements with private educational or training institutions.
23 Any such agreement shall provide for payment to such State
24 agency of 100 per centum of the cost to the State of carry-
25 ing out the agreement with respect to unemployed indi-

viduals, and 50 per centum of the cost with respect to other individuals referred under this Act, and shall contain such other provisions as will promote effective administration (including provision for reports on the attendance and performance of trainees and provision for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title: *Provided*, That after June 30, 1963, any amount paid to a State to carry out an agreement authorized by this part shall be paid on condition that such State shall bear 50 per centum of such cost. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

RULES AND REGULATIONS

SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

TITLE III—MISCELLANEOUS

APPORTIONMENT OF BENEFITS

SEC. 301. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the amount of underemployment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State. For this purpose, the word "State" shall be defined to include the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

MAINTENANCE OF STATE EFFORT

SEC. 302. No training or retraining program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if

1 the program is authorized under part B of title II, satisfies
2 himself that the State and/or the locality in which the
3 training is carried out is not reducing its own level of
4 expenditures for vocational education and training, includ-
5 ing program operation under provisions of the Smith-Hughes
6 Vocational Education Act and titles I, II, and III of the
7 Vocational Education Act of 1946, except for reductions
8 unrelated to the provisions or purposes of this Act.

9 OTHER AGENCIES AND DEPARTMENTS

10 SEC. 303. In the performance of his functions under this
11 Act, the Secretary of Labor, in order to avoid unnecessary
12 expense and duplication of functions among Government
13 agencies, shall use the available services or facilities of other
14 agencies and instrumentalities of the Federal Government,
15 under conditions specified in section 306 (a). Each depart-
16 ment, agency, or establishment of the United States is author-
17 ized and directed to cooperate with the Secretary of Labor
18 and, to the extent permitted by law, to provide such services
19 and facilities as he may request for his assistance in the per-
20 formance of his functions under this Act.

21 APPROPRIATIONS

22 SEC. 304. (a) There are authorized to be appropriated
23 to the Secretary of Labor and the Secretary of Health, Edu-
24 cation, and Welfare, respectively, such sums as are neces-
25 sary and appropriate to carry out the provisions of this

1 Act. The total of such sums shall not exceed \$90,000,000
2 for the fiscal year 1962, \$165,000,000 for the fiscal year
3 1963, and \$200,000,000 for each of the two succeeding
4 fiscal years.

5 (b) Funds appropriated under the authorization of this
6 Act may be transferred, with the approval of the Director
7 of the Bureau of the Budget, between departments and agen-
8 cies of the Government, if such funds are used for the pur-
9 poses for which they are specifically authorized and appro-
10 priated.

11 (c) Any equipment and teaching aids purchased by a
12 State or local vocational education agency with funds ap-
13 propriated to carry out the provisions of part B shall become
14 the property of the State.

15 (d) No portion of the funds to be used under part B
16 of this Act shall be appropriated directly or indirectly to the
17 purchase, erection, or repair of any building except for
18 minor remodeling of a public building necessary to make it
19 suitable for use in training under part B.

20 (e) Funds appropriated under this Act shall remain
21 available for one fiscal year beyond that in which appro-
22 priated.

23 ADDITIONAL POSITIONS

24 SEC. 305. Subject to the standards and procedures
25 prescribed by section 505 of the Classification Act of 1949,

1 as amended, the head of any agency, for the performance of
2 functions under this Act, including functions delegated pur-
3 suant to section 303, may place positions in grades 16, 17,
4 and 18 of the General Schedule established by such Act, and
5 such positions shall be in addition to the number of such
6 positions authorized by section 505 of the Classification Act
7 of 1949, as amended, to be placed in such grades: *Provided*,
8 That not to exceed a total of ten such positions may be
9 placed in such grades under this subsection, to be appor-
10 tioned among the agencies by the Director of the Bureau of
11 the Budget.

12 AUTHORITY TO CONTRACT

13 SEC. 306. (a) The Secretary of Labor and the Secre-
14 tary of Health, Education, and Welfare may make such con-
15 tracts or agreements, establish such procedures, and make
16 such payments, either in advance or by way of reimburse-
17 ment, as may be necessary to carry out the provisions of
18 this Act.

19 (b) The Secretary of Labor and the Secretary of
20 Health, Education, and Welfare shall not use any authority
21 conferred by this Act to assist establishments in relocating
22 from one area to another. The limitation set forth in this
23 subsection shall not be construed to prohibit assistance to a
24 business entity in the establishment of a new branch, affiliate,
25 or subsidiary of such entity if the Secretary of Labor finds

1 that the assistance in the establishment of such branch, affili-
2 ate, or subsidiary will not result in an increase in unemploy-
3 ment in the area of original location or in any other area
4 where such entity conducts business operations, unless he has
5 reason to believe that such branch, affiliate, or subsidiary is
6 being established with the intention of closing down the
7 operations of the existing business entity in the area of its
8 original location or in any other area where it conducts
9 such operations.

10 TERMINATION OF AUTHORITY

11 SEC. 307. (a) All authority conferred under title II
12 of this Act shall terminate at the close of June 30, 1965.

13 (b) Notwithstanding the foregoing, the termination of
14 title II shall not affect the disbursement of funds under,
15 or the carrying out of, any contract, commitment or other
16 obligation entered into prior to the date of such termination:
17 *Provided*, That no disbursement of funds shall be made pur-
18 suant to the authority conferred under title II of this Act
19 after December 30, 1965.

Passed the Senate August 23, 1961.

Attest:

FELTON M. JOHNSTON,

Secretary.

87TH CONGRESS
1ST SESSION

S. 1991

AN ACT

Relating to manpower requirements, resources,
development, and utilization, and for other
purposes.

AUGUST 24, 1961

Referred to the Committee on Education and Labor

I suggest that we review the economic facts of life today, facts that show clearly how weak is the bargaining power of the farmer when arrayed against the power of the forces with which he must bargain.

I suggest further that cooperatives concern themselves, forthrightly and directly, with answers to charges of monopoly. I know of no cooperative that seeks the right to engage in unfair competition and predatory practices. I also know that genuine misunderstanding about such matters can be corrected only by a complete and honest examination and presentation of the facts, and by a positive effort to win a general public recognition of the nature of cooperative enterprise.

To this effort the Department of Agriculture will offer full cooperation. We seek to strengthen the sound growth of farm cooperatives, not only in the interest of the cooperatives themselves and their members, but also for the significant and essential role they can play in the development of a national farm program.

Wherever farm programs can operate most effectively in the interest of farmers through their cooperatives we seek to further that role. Within the last few weeks the Department has affirmed this principle by authorizing the making of loans to soybean producers through their cooperatives, and we reviewed and reaffirmed that position in response to hostile reactions against our decision.

In another aspect of our farm program—that of marketing orders and agreements—cooperatives have an essential role that will grow in importance. Under these self-help programs the producers themselves, under the authority of and in partnership with government, seek to achieve better incomes through orderly marketing and quality control. The recently passed farm bill authorized expansion of the marketing order program. As we progress along these lines the role of cooperatives in participating in our national farm program will increase.

I have thus far discussed the widening of the horizons for farmer cooperatives in the direction of positive concern for overall farm policy in the United States. But horizons have a way of broadening as one progresses toward them, and as we give serious study to a comprehensive program for agriculture we find that we must be concerned with the entire national economy. And, therefore, the second direction in which I suggest broader horizons for farmer cooperatives in their conquest of new frontiers is a concern for the general welfare of the people of this Nation—in the cities and in the villages as well as on the farms. I shall take time today only to outline the scope of this broad horizon.

Farmers, and therefore farmers organizations, have a major interest in the conservation of our most valuable resource—the soil, and the water, on which human life itself basically depends. The wisest use of our soil and water resources is a significant point of contact between the economic well-being of farmers today and the welfare of our children and grandchildren in the years to come. It is therefore a part of the New Frontier.

Farmers and their problems—inadequate farm incomes, areas of rural poverty—are closely interrelated with problems of unemployment and poverty in the cities. To a significant degree unemployment in cities and underemployment on farms are alike products of automation and technological change. The aggravation of one of these problems will aggravate the other, and, similarly, any improvement in one area will help the other. We must seek a joint attack on the problems that arise when new inventions throw people out of work—when automation cuts employment in the factory and mechanization cuts employment on the

farm. These are joint problems. It is a joint responsibility to discover ways and devise methods whereby the technological revolution, with its potential for abundance, can be made to serve the interest of all the people.

Farmers and their problems are intimately related to problems of the consumer. With regard to this relationship we find one of the greatest areas of public misunderstanding toward the farmer today. It seems as though a deep artificial gulf has been created between the farmer and the consumer; and it is of vital interest to farmers, and therefore to their cooperatives, to bridge that gulf. The public does not realize how much the efficiency and productivity of the American farmer contributes to the high standard of living of the American consumer. It does not realize how much of the research and experimentation directed toward improved production and processing of farm products really benefits the consumers more than it does the producers. It is even possible that the Department I head might more accurately be described as the "Department of Food and Agriculture."

I could go on much further to indicate the breadth of this horizon of interdependence with the general welfare, if time allowed. However, I have said enough to indicate its scope. I believe that farmers have a deep interest in all of these broader areas, and that this interest can often be expressed through their cooperatives.

I would especially hope to see a closer relationship between farmer cooperatives and consumer cooperatives. I am fully aware that in some circles "cooperative" is regarded almost as a dirty word unless it is preceded by the word "farmer." I assure you that this approach does no good—either to farmers or to cooperatives. On the other hand, positive gain might be achieved by a closer working relationship between the two.

As we seek to bridge the gulf of misunderstanding between the farmer and the non-farm public, as we seek the better public relations for farmers that I spoke of earlier, no one thing could contribute more than a joint concern for problems that affect the welfare of all of the people.

The wider horizons for cooperatives that I have described have now broadened to include, first, the national farm problem, and second, the entire national economy. But the process cannot stop there. The horizons we must face on the New Frontier today encompass the entire world.

The greatest threat to American farmers today is not too low prices. The greatest threat to farmer cooperatives is not too little capital or too much opposition from competitors. The greatest threat to the well-being of the American people is not depression or unemployment.

The greatest threat to all of these is the threat to freedom and peace in the world.

The most urgent need is to overcome that threat—to mobilize all our resources to the end that peace can become permanent—to the end that progress and freedom can prevail all over the world. To this end our entire Nation is mobilizing, not only for defense but also for foreign aid. In this great effort I believe that American agriculture and the American cooperative movement have much to contribute.

We are now contributing to food for peace and freedom. We can and will contribute more. We are gearing up to contribute our maximum in technical assistance to help the underdeveloped areas of the world—areas that are primarily agricultural in nature—to improve their own conditions, by sharing with them our agricultural know-how.

This know-how is not only technological—it applies to social and economic matters as well. I believe that cooperatives has a tremendous contribution to make to social and

economic progress in underdeveloped areas. The cooperative movement has only begun to make its contribution to human freedom. There lies within the cooperatives of this Nation resources of ability, organization, experience, and conviction that can make invaluable contributions in helping the people of the emerging nations to achieve economic growth and higher standards of living within the framework of democracy and freedom.

And therefore I am urging you to expand your horizons to encompass the entire world.

The New Frontier, as I have described it, is asking a great deal. But I do not think it is asking too much. It can ask no less if we are to reach our goals.

I would conclude by saying that the U.S. Department of Agriculture will cooperate to the utmost of its resources. We want to work with you and we seek your suggestions and your cooperation.

To further this end I am reconstituting a Cooperative Advisory Committee to the Department of Agriculture, a committee that has functioned well in the past but has not been called on for many years. I am asking each of the six nationwide organizations of cooperatives—the American Institute of Cooperation, Cooperative League of the U.S.A., National Council of Farmer Cooperatives, National Federation of Grain Cooperatives, National Milk Producers Federation, and National Rural Electric Cooperative Association—to send one or two of its executives to meet with heads of the appropriate agencies within the USDA to discuss problems relating to the New Frontier for cooperatives. I hope that we can hold the first meeting of this committee in the very near future.

POLICY ON COOPERATIVES

In 1952 the U.S. Department of Agriculture formally expressed its policy on cooperatives as a part of its specific responsibility to promote the well-being of our rural population and its broad public responsibility to promote the general welfare.

It is fitting that we reaffirm that policy today.

The Department of Agriculture has a positive responsibility with regard to farmer cooperatives. This responsibility arises in part out of Federal legislation. It also results from the nature of the economic problems that confront American agriculture.

The 1952 statement of policy expressed the nature of this responsibility as follows:

"American family farms fall in the category of small business firms, and face the problems of such firms in a national economy in which there is a definite trend toward more and more concentration of economic power. The farmer is in a weak competitive position in dealing with economic problems beyond his individual control. He has sought and continues to seek means of overcoming his isolation and improving his position by joining with other farmers to gain mutual advantage and protection through self-help. From such efforts have come the many and diverse forms of cooperatives found in rural America today. They represent modernization of the tradition of neighbors working together to help themselves and each other in purely democratic fashion.

"Based on these truths, Congress and State legislatures have both seen fit, over several decades, to pass legislation which they felt would encourage farmers to attack their own problems directly through the formation of cooperatives. Numerous acts have aimed to encourage the establishment, operation, and growth of cooperatives organized, owned, and controlled by farmers. It is fair to say that these acts have given recognition to the following concepts:

"American agriculture is the most basic industry of the Nation, and farmer cooperatives are vital to its continued functioning

as a strong productive segment of the national economy.

"The American system of family farms is a foundation of the Nation's democratic traditions, and farmer cooperatives with their highly democratic structure make continuation of that foundation possible.

"The American economy is highly organized and it is important that farmers have means of acting together for common purposes and in order to protect their economic position. Farmer cooperatives are a means toward these ends."

These concepts are as valid today as they were in 1952. In accepting these concepts and carrying out its responsibility under them, the USDA will encourage the growth of cooperatives through which farmers can work together to produce and market their products to greater advantage and supply themselves with goods and services more economically and effectively than otherwise available.

In giving that encouragement to cooperatives the USDA seeks to provide research, educational, and advisory services that will help to strengthen cooperatives in all appropriate activities in the interest of their members and the general welfare. To that end the various agencies of the Department will give proper recognition to the basic nature of cooperative enterprise, and will exercise their functions and coordinate their activities accordingly.

The USDA will give especial attention to the importance of cooperative enterprise in terms of the critical years that lie ahead. The President of the United States has clearly recognized the place of cooperatives when he affirmed his support in the following terms:

"I believe that cooperative enterprises are a valuable part of our American system. In addition, they may be a means of raising living standards and counteracting the influence of communism in other nations. Certainly they should be encouraged. Greater emphasis on the development of and assistance to the cooperatives will be among the major objectives of our foreign aid programs."

Under this inspiring challenge we shall seek to expand the horizons of cooperatives in America—to explore whether there are ways by which cooperatives can contribute more to strengthening the bargaining power of farmers and thus improve their incomes—to consider how cooperatives can so function that they contribute to the public interest of the entire Nation as well as the interest of their members—and to urge that they seek to develop ways in which they can contribute to furthering the cause of freedom and democracy in the world.

This statement of policy I have just read gives recognition to the wider horizons that are demanded by the new frontiers for cooperatives. The frontiers that lie ahead, for those in cooperatives, for those in Government, and for all of our people, are the most serious and critical—and the most exciting and challenging—of any in human history. If the hazards on these frontiers are greater than any of those of the past—and they are—so are the potential gains infinitely greater than they have ever been before.

The tremendous power that the human mind has learned to harness could destroy what civilization has built through the centuries, but it can also be used to banish from the earth the fear of hunger and poverty. You can have a significant role in the conquest of this frontier.

I wish you every success in your meetings of the American Institute of Cooperation. I trust you will conclude your meetings with new hope, with new and stimulating ideas, and with an aroused determination to work toward wider horizons of human freedom.

DELAY IN COURT CASES

Mr. WILEY. Mr. President, a major feature of our free system is a judicial system that aims to provide fair, timely, equal justice under the law.

Unfortunately, this does not always happen. The growth, expansion, and increased complexity of our Nation, for example, has not been accompanied by proportionate improvements and case-handling capacity of the courts. According to the annual report by the Institute of Judicial Administration—limited to personal injury cases—it takes an average of 13.3 months for a case to reach a jury trial. The circuit and superior courts regrettably take even longer, ranging up to more than 5 years between filing and adjudication of cases.

Mr. President, this is a sad reflection upon our judicial system.

Earlier this session, Congress enacted legislation to provide for additional judges in our Federal courts. Again, I stress that it is important that all of these judges be appointed as rapidly as possible—on judicial qualification, not on partisan considerations. At the same time, there is need to explore for new ways to improve our court system for handling of the backlog of cases.

Recently, the La Crosse Tribune published a thought-provoking editorial reviewing the tragically long time factor in consideration of cases, as well as discussing some of the possible alternatives for improvement of our judicial machinery.

I ask unanimous consent to have this editorial published at this point in the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

NATION'S COURTS ARE CLOGGED WITH CASES TO BRING DISTRESSING DELAYS

This is a nation of laws, not of men, Americans are proud to say. Men, of course, make the laws, but no individual may place himself above them.

But men must also administer the laws, and it is in this respect that serious shortcomings are noted, particularly in the field of civil suits, which make up the vast bulk of court business.

The annual report by the Institute of Judicial Administration (limited to personal injury cases) reveals that in 1961 it takes an average of 13.3 months for a case to reach a jury trial. In counties with over 750,000 population, the average delay is 22.6 months.

The circuit and superior courts of Cook County (Chicago) take honors as the worst—64.9 months' lag between filing and adjudication. Others are Westchester County, N.Y., 51 months; New York City, 34 months; Pittsburgh, 33 months; Philadelphia, 30 months; Cleveland, 26 months.

The result, in many instances, is financial loss or outright injustice for litigants, although judges do their utmost to alleviate what they can by advancing hardship cases on the docket.

Suggestions for a cure of the situation are not lacking. Some advocate simply adding more judges in the congested areas. They point out that the judicial system is still geared for the number of lawsuits filed 50 years ago.

Other jurists disagree. Says Cuyahoga County (Cleveland) Common Pleas Judge Samuel H. Silbert, "I do not believe we need more judges. The average lawyer does not

want his case tried quickly. But there are several ways to handle the problem. In Los Angeles, for example, the judges appoint commissioners to hear many cases."

Another answer may be the attack launched this month by the Allegheny County Court (Pittsburgh) on a backlog of 2,000 cases. Between 250 and 400 of them are hoped to be settled by an intensified pre-trial and conciliation program. The remainder will be submitted to compulsory arbitration beginning in October. Cases involving \$1,000 or less may be submitted to an arbitration board of three volunteer members of the local bar. Litigants have the right to appeal their decision to a jury trial.

The problem is one that does not directly concern the majority of persons, who only pray that they may never be involved in court litigation. But as citizens of the Nation, the problem does ultimately concern them. For the quick administration of justice, even if it only involves private conflicts, is one of the strengths of democracy.

The case of the clogged courts is under attack and there is no reason to doubt that it will be solved.

THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

Mr. CLARK. Mr. President, I ask unanimous consent to have printed in the RECORD at this point a table showing the principal features of S. 1991, which was passed by the Senate yesterday. Copies of the table have been distributed to all Senators.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

PRINCIPAL FEATURES OF S. 1991, MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961—RECOMMENDED BY THE PRESIDENT MAY 29, 1961; PASSED BY THE SENATE AUGUST 23, 1961

1. The bill provides for a 4-year program of training—with priority given to unemployed persons including those in farm families which net less than \$1,200 per year.
2. Training allowances, roughly equal to unemployment compensation payments, will be available to heads of households with 3 years of working experience. Under some circumstances, youth between 16 through 21 will be eligible for small allowances in case of need shown.
3. The number which will be given training is estimated as follows:

	1st year	2d year	3d and 4th years ¹
Full-time vocational----	110,000	160,000	430,000
On-the-job training-----	50,000	125,000	200,000
Total-----	160,000	285,000	630,000

¹ 50 percent State matching.

4. The bill provides for a stepped-up program of promoting on-the-job training. Reduced training allowances will be available for those undergoing part-time vocational training as part of the on-the-job training program.
5. Modest travel and subsistence payments can be made to individuals receiving allowances away from home.
6. Special programs for employment guidance and counseling for youth where the Secretary finds the school dropout problem acute.
7. The bill contains safeguards to prevent its benefits from being used in the "pirating" of industry from one location to another; to

require that States maintain existing levels of expenditure for vocational training from their own funds; and to encourage prospective trainees to accept training opportunities rather than remain on unemployment compensation.

8. An annual manpower report will be prepared and submitted to the Congress.

9. Maximum appropriations authorized:

1st year-----	\$90,000,000
2d year-----	165,000,000
3d and 4th year (50 percent State matching)-----	200,000,000

CONCLUSION OF MORNING BUSINESS

Mr. MANSFIELD. Mr. President, is there further morning business?

The PRESIDING OFFICER (Mr. LAUSCHE in the chair). Is there further morning business? If not, morning business is closed.

PEACE CORPS

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the unfinished business, S. 2000, be laid before the Senate for consideration.

The PRESIDING OFFICER. The bill will be stated by title.

The CHIEF CLERK. A bill (S. 2000) to provide for a Peace Corps to help the peoples of interested countries and areas in meeting their needs for skilled manpower.

There being no objection, the Senate resumed the consideration of the bill (S. 2000) to provide for a Peace Corps to help the peoples of interested countries and areas in meeting their needs for skilled manpower.

Mr. MOSS. Mr. President, from the beginning I have found the Kennedy administration proposal to establish a Peace Corps a particularly satisfying one.

It embraces a concept that is both elevating and practical. What could be more magnificent than sending well-prepared and youthful Americans to other lands to help teach and train people there for a better life; than giving a natural outlet for the deep current of idealism in the American character; than providing a much-needed opportunity for the dedicated to contribute for other than personal gain? What could be more practical than choosing for the task people who are equipped to render a service in such basic fields as health, education, and agriculture?

Perhaps one reason why the Peace Corps has appealed so strongly to me is that I grew up in a State where a good many people have lived abroad for 2 or 3 years as missionaries for the Church of Jesus Christ of Latter-day Saints—or Mormons, as we are more popularly known—and there have always been a substantial number of citizens among us who could talk with understanding and depth about the culture and aspirations of people in every land around the globe.

The purpose of the Mormon missionary has, of course, always been different from the stated purpose of the Peace Corps. The missionary is dedicated to spreading a philosophy of religion, while the Peace Corps man must be dedicated, among other things, to spreading a phi-

losophy of government. But the approach of both emissaries must be much the same. And I doubt that the overall impact of the missionary on a country has been so greatly different from what we hope will be the overall impact of the Peace Corps man—and that is acquainting the people of other countries, and particularly of the underdeveloped countries in which freedom is new and raw, of the basic concepts of America through contact with our most effective apostles, our American youth.

I can best explain why the Latter-day Saints' missionary system has made me enthusiastic about the promise of success for the Peace Corps, Mr. President, by, with your indulgence, telling you something about the missionary program. Under it approximately 10,000 young men and women, mostly between the ages of 19 and 25, are now working in all corners of the world. They remain in a given country for 2 to 3 years. New ones are always replacing those who are completing their term of service.

The Mormon missionary could not be effective if he did not learn to know well the people among whom he is working. They, therefore, live among the inhabitants, eating the same food prepared in the local way. The missionary speaks the native language and participates in the local customs and habits. He learns to share feelings and anxieties, and to converse on their level with the people to whom he is sent.

In following this pattern, the missionary daily associates with the common man of the land and society in which he is living. And while he is learning about them, they are learning about him. These people see America through his eyes, and they judge its people and customs through him. All around the world the Mormon missionary is showing the citizen of Europe, of South America, of New Zealand, the true spirit of America, not the America of the movies or the rich tourist.

This Latter-day Saints' missionary system was begun in 1830, and has been a tremendously successful undertaking. The young men and women themselves testify to its intensely rewarding personal benefits, and there can be no question that the missionaries have, by the example they have set, shown to many foreign peoples America in its true perspective.

When some question whether the Peace Corps can be made to work, when they ask whether enough of our people are willing to go to the underdeveloped countries and live as its citizens do, when they raise doubts as to whether enough of our well-trained professional people will be willing to give up 2 or 3 years of their lives to make the world a better place in which to live and to spread a doctrine in which they believe, I say that they will.

I say that Americans will do this out of the deep core of our humanitarianism, and with no thought of material gain to themselves.

I say that they will do it because they know that we must make friends in the underdeveloped countries—we must make them understand that the fruits of

self-government are far superior to those of an authoritarian state, and we must make them realize that, in choosing the direction which they will take, it will be wisest and most rewarding to walk in the ways of freedom. All of this we can do while we teach health, agriculture, and the three R's.

We know that Communist Russia is training young people to work in foreign lands. We see every day in various parts of the world the effective results of that training. We know we must not only meet our Communist adversaries in this field; we must surpass them.

In my opinion, the concept of the Peace Corps is as sound as Plymouth Rock. Its potential for buttressing the foundations of freedom and democracy are limited only by the extent to which the Corps is—or is not—well administered and the people who go out to teach new skills and methods to the world are wisely or poorly chosen and trained. If we can meet these problems—and with care I am confident we can—the job will be done.

It is my honor to cosponsor the measure before the Senate today. I am confident that the majority of the people in my State of Utah also support it, and that out of their particular understanding of it will contribute greatly to it.

AMENDMENT OF THE ATOMIC ENERGY ACT AND THE EURATOM COOPERATION ACT

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the unfinished business be laid aside temporarily, and that the Senate proceed to the consideration of Calendar No. 722, Senate bill 2391.

The PRESIDING OFFICER. The bill will be stated by title.

The CHIEF CLERK. A bill (S. 2391) to amend various sections of the Atomic Energy Act of 1954, as amended, and the Euratom Cooperation Act of 1958, and for other purposes.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Joint Committee on Atomic Energy, with an amendment, on page 10, line 24, after the word "Board", to strike out "of" and insert "to", so as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby retroceded to the State of California the exclusive jurisdiction heretofore acquired from the State of California by the United States of America over the following land of the United States Atomic Energy Commission located in Alameda County, State of California, and within the boundaries of the Commission's Livermore site:

Beginning at a post marked L.P. XII, in the exterior boundary line of the Rancho Las Positas, set at the southeast corner of subdivision numbered 6 or plot J, of said rancho, as said plot is described in the decree of partition of said rancho rendered June 18, 1873, in case 2798, Aurrecoechea against Mahoney, certified copy of which decree was recorded December 13, 1873, in book 95 of deeds at

page 206, Alameda County Records, and as said subdivision is shown on the map hereinafter referred to; and running thence west along the southern boundary line of said plot J 79.28 chains to a post marked L.P. XI, set at the southwest corner of subdivision numbered 5 of said plot J, as said subdivision numbered 5 is shown on said map; and thence north along the western boundary line of said subdivision numbered 5 and along the western boundary line of subdivision numbered 8, as said subdivision numbered 8 is shown on said map, 79.46 chains to a post set at the northwest corner of said subdivision numbered 8; thence east along the northern boundary line of said subdivision numbered 8 and subdivision numbered 7 as shown on said map, 79 chains to a post marked L.P. XIII; and thence south along the eastern boundary line of subdivision numbered 7, as said subdivision numbered 7 is shown on said map, and along the eastern boundary line of said subdivision numbered 6 of said plot J to the point of beginning.

Being a portion of said plot J of said rancho, as shown upon a certain map of a portion of the Rancho Las Positas surveyed for J. Aurrecochea, August 1876, by Luis Castro, county surveyor, and also known as subdivisions 5, 6, 7, and 8 in the official map of the county of Alameda, State of California, made by George L. Nusbaumer and W. F. Boardman, adopted by the supervisors of said county, September 24, 1888, and issued May 1, 1889.

Beginning at the northeast corner of the northwest quarter of section 13, township 3 south, range 2 east, Mount Diablo base and meridian, being also the northeast corner of the 160 acre tract owned by Louis Madsen, thence south 2,640 feet, more or less, along the east line of said quarter section and along the east boundary fence of said 160 acre tract to the southeast corner of said northwest quarter of said section 13, being the southeast corner of said 160 acre tract and the northeast corner of a 30.66 acre tract owned by John and Dora Bargman; thence south 506 feet, more or less, to the southeast corner of said 30.66 acre tract; thence south 965 feet, more or less, along the east fence of a 129.34 acre tract owned by Charles M. and Sue I. G. Nissen to a fence running east and west through said 129.34 acre parcel; thence west 500 feet along said fence through said 129.34 acre tract; thence north, parallel to the east line of the northwest quarter of said section 13, 4,111 feet, more or less, to north boundary of said section 13; thence east 500 feet to the point of beginning, containing 47.175 acres, more or less.

Beginning at a point 30 feet east of the northeast corner of the northwest quarter of said section 13; thence due south, 4,111 feet, more or less, to a point 30 feet due east of the end of a fence across the 129.34 acre tract owned by Charles M. and Sue I. G. Nissen; thence west 30 feet, thence north 4,111 feet, more or less, to the northeast corner of the northwest quarter of said section 13; thence due east 30 feet to the point of beginning, containing 2.83 acres, more or less.

This retrocession of jurisdiction shall take effect upon acceptance by the State of California.

SEC. 2. Subsection 11 b. of the Atomic Energy Act of 1954, as amended, is amended to read as follows:

"b. The term 'agreement for cooperation' means any agreement with another nation or regional defense organization authorized or permitted by section 54, 57, 64, 82, 91 c., 103, 104, or 144, and made pursuant to section 123."

SEC. 3. Subsection 11 u. of the Atomic Energy Act of 1954, as amended, is amended to read as follows:

"u. The term 'public liability' means any legal liability arising out of or resulting from a nuclear incident, except: (1) claims under

State or Federal workmen's compensation acts of employees of persons indemnified who are employed at the site of and in connection with the activity where the nuclear incident occurs; (ii) claims arising out of an act of war; and (iii) whenever used in subsections 170 a., c., and k., claims for loss of, or damage to, or loss of use of property which is located at the site of and used in connection with the licensed activity where the nuclear incident occurs. 'Public liability' also includes damage to property of persons indemnified: *Provided*, That such property is covered under the terms of the financial protection required, except property which is located at the site of and used in connection with the activity where the nuclear incident occurs."

SEC. 4. Section 54 of the Atomic Energy Act of 1954, as amended, is amended by inserting after the words "five thousand kilograms of contained uranium 235" the following: "five hundred grams of uranium 233 and three kilograms of plutonium".

SEC. 5. Section 143 of the Atomic Energy Act of 1954, as amended, is amended by striking out "subsection 145 b." and adding in lieu thereof "subsection 145 b. and 145 c."

SEC. 6. Section 145 of the Atomic Energy Act of 1954, as amended, is amended by deleting subsections d., e., and f., redesignating subsection "c." as subsection "d." and subsection "g." as subsection "h." and adding the following subsections:

"c. In lieu of the investigation and report to be made by the Civil Service Commission pursuant to subsection b. of this section, the Commission may accept an investigation and report on the character, associations, and loyalty of an individual made by another Government agency which conducts personnel security investigations, provided that a security clearance has been granted to such individual by another Government agency based on such investigation and report.

"e. If the President deems it to be in the national interest, he may from time to time determine that investigations of any group or class which are required by subsections a., b., and c., of this section be made by the Federal Bureau of Investigation.

"f. Notwithstanding the provisions of subsections a., b., and c. of this section, a majority of the members of the Commission shall certify those specific positions which are of a high degree of importance or sensitivity, and upon such certification, the investigation, and reports required by such provisions shall be made by the Federal Bureau of Investigation.

"g. The Commission shall establish standards and specifications in writing as to the scope and extent of investigations, the reports of which will be utilized by the Commission in making the determination, pursuant to subsections a., b., and c. of this section, that permitting a person access to restricted data will not endanger the common defense and security. Such standards and specifications shall be based on the location and class or kind of work to be done, and shall, among other considerations, take into account the degree of importance to the common defense and security of the restricted data to which access will be permitted."

SEC. 7. Section 151 of the Atomic Energy Act of 1954, as amended, is amended by deleting in the descriptive title the words "MILITARY UTILIZATION," and inserting in lieu thereof "INVENTIONS RELATING TO ATOMIC WEAPONS, AND FILING OF REPORTS."

SEC. 8. Subsection c. of section 151 of the Atomic Energy Act of 1954, as amended, is amended to read as follows:

"c. Any person who has made or hereafter makes any invention or discovery useful in the production or utilization of special nuclear material or atomic energy, shall file with the Commission a report containing a

complete description thereof unless such invention or discovery is described in an application for a patent filed with the Commissioner of Patents by such person within the time required for the filing of such report. The report covering any such invention or discovery shall be filed on or before the one hundred and eightieth day after such person first discovers or first has reason to believe that such invention or discovery is useful in such production or utilization."

SEC. 9. Section 151 of the Atomic Energy Act of 1954, as amended, is amended by adding at the end thereof the following new subsection:

"e. Reports filed pursuant to subsection c. of this section, and applications to which access is provided under subsection d. of this section, shall be kept in confidence by the Commission, and no information concerning the same given without authority of the inventor or owner unless necessary to carry out the provisions of any Act of Congress or in such special circumstances as may be determined by the Commission."

SEC. 10. Section 152 of the Atomic Energy Act of 1954, as amended, is amended to read as follows:

"SEC. 152. INVENTIONS MADE OR CONCEIVED DURING COMMISSION CONTRACTS.—Any invention or discovery, useful in the production or utilization of special nuclear material or atomic energy, made or conceived in the course of or under any contract, subcontract, or arrangement entered into with or for the benefit of the Commission, regardless of whether the contract, subcontract, or arrangement involved the expenditure of funds by the Commission, shall be vested in, and be the property of, the Commission, except that the Commission may waive its claim to any such invention or discovery under such circumstances as the Commission may deem appropriate, consistent with the policy of this section. No patent for any invention or discovery, useful in the production or utilization of special nuclear material or atomic energy, shall be issued unless the applicant files with the application, or within thirty days after request therefor by the Commissioner of Patents (unless the Commission advises the Commissioner of Patents that its rights have been determined and that accordingly no statement is necessary) a statement under oath setting forth the full facts surrounding the making or conception of the invention or discovery described in the application and whether the invention or discovery was made or conceived in the course of or under any contract, subcontract, or arrangement entered into with or for the benefit of the Commission, regardless of whether the contract, subcontract, or arrangement involved the expenditure of funds by the Commission. The Commissioner of Patents shall, as soon as the application is otherwise in condition for allowance, forward copies of the application and the statement to the Commission.

"The Commissioner of Patents may proceed with the application and issue the patent to the applicant (if the invention or discovery is otherwise patentable) unless the Commission, within 90 days after receipt of copies of the application and statement, directs the Commissioner of Patents to issue the patent to the Commission (if the invention or discovery is otherwise patentable) to be held by the Commission as the agent of and on behalf of the United States.

"If the Commission files such a direction with the Commissioner of Patents, and if the applicant's statement claims, and the applicant still believes that the invention or discovery was not made or conceived in the course of or under any contract, subcontract, or arrangement entered into with or for the benefit of the Commission entitling the Commission to the title to the application or the patent, the applicant may, within 30 days after notification of the filing of such

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued February 9, 1962
For actions of February 8, 1962
87th-2d, No. 20

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HIGHLIGHTS: Senate committee reported bills to permit summer fallow lands to participate in feed grains program, and to permit producers to withdraw wheat from stored excess supplies. Reps. Langen and May urged early consideration of sugar legislation.

SENATE

1. THE AGRICULTURE AND FORESTRY COMMITTEE reported the following bills: p. 1893
H. R. 8842, without amendment, to amend the Agricultural Act of 1961 so as to permit a wheat producer to withdraw from his stored excess the amount of wheat by which he fails to make his normal production on the reduced acreage allotment, less the acres voluntarily retired below the allotment (S. Rept. 1209);
S. 2533, with amendment, to amend the Soil Conservation and Domestic Allotment Act so as to permit farmers in summer-fallow areas to participate in the feed grains program (S. Rept. 1208);
S. 875, without amendment, to authorize the Secretary of Agriculture to convey to Wyoming for agricultural purposes the SCS Farson Pilot Farm in Sweetwater County, Wyo. (S. Rept. 1206);
H. R. 4934, without amendment, to authorize the Secretary of Agriculture to modify certain leases entered into for the provision of recreational facilities in reservoir areas (S. Rept. 1205); and
H. R. 9013, without amendment, to provide for the transfer of rice acreage history where a producer withdraws from the production of rice (S. Rept. 1207).

2. WATERSHEDS; BUDGET. Sen. Byrd, W. Va., expressed disappointment that the 1963 budget did not include estimates for the construction of a watershed and forest management research laboratory and other facilities at Parsons, W. Va., and stated that he would "attempt again to amend the bill when it is again before the Senate Appropriations Committee this year to include moneys for this very worthy purpose." pp. 1922-3
3. STOCKPILING. Sen. Symington reported an original resolution, S. Res. 295, from the Armed Services Committee to authorize expenditures for an investigation of the stockpiling of strategic and critical materials. pp. 1893-4
4. FOREIGN TRADE. Sen. Bush inserted an article on foreign trade, "Trade Bloc Cites U. S. Tariff Laws -- Common Market Warns on 'Peril Point' Clause." pp. 1902-3
Sen. Keating inserted an editorial supporting his proposal that Congress be given the power to veto trade agreements and modifications of trade agreements negotiated by the executive branch. p. 1915
5. FISH FLOUR. Sen. Gruening inserted his letter to the Secretary of HEW protesting the Food and Drug Administration standards on the use of fish protein in foods. pp. 1915-6
6. PATENTS. Sen. Hruska inserted the testimony of Dr. Vannevar Bush before the Subcommittee on Antitrust and Monopoly of the S. Judiciary Committee "warning against the results of piecemeal tinkering with the patent system." pp. 1916-7
7. HOUSING. Sen. Muskie inserted two documents he had prepared relative to the proposal to establish a Department of Urban Affairs and Housing "which provide an objective analysis of the plan, its intent, and its implications." pp. 1957-60
8. ADJOURNED until Mon., Feb. 12. p. 1963

HOUSE

9. HONEYBEES. The Subcommittee on Research and Extension of the Agriculture Committee voted to report to the full committee H. R. 8050, to prohibit the importation of all honeybees of the genus *Apis* in the adult stage except for research by the USDA or as the Secretary shall determine. p. D80
10. HOUSING. The "Daily Digest" states: "Committee on Government Operations: After concluding hearings on Reorganization Plan No. 1 of 1962, to create a Department of Urban Affairs and Housing, the committee favorably approved the plan." p. D81
11. MANPOWER. The Rules Committee granted an open rule with 3 hours debate on H. R. 8399, the Manpower Training and Development Act of 1962. p. D81
12. TERRITORIES. The Subcommittee on Territorial and Insular Affairs of the Interior and Insular Affairs Committee voted to report to the full committee H. R. 10063, to provide for appointment of acting secretaries for Guam and Virgin Islands under certain conditions. p. D81
13. SUGAR. Rep. Langen discussed sugar legislation, saying, "It is inconceivable to me that the Congress should be expected to talk about either farm problems or reciprocal trade policies without prior agreement on long-term sugar legislation." p. 1888

Navy; Adm. George W. Anderson, Jr., Chief of Naval Operations; and Gen. David M. Shoup, Commandant, Marine Corps.

EQUAL EMPLOYMENT

Committee on Education and Labor: Met in executive session and ordered reported favorably to the House H.R. 10144, the Federal Equal Employment Opportunity Act.

AFRICA

Committee on Foreign Affairs: Subcommittee on Africa held an informal briefing with Edmond C. Hutchinson, Assistant Administrator for Africa and Europe, Agency for International Development, accompanied by other Agency for International Development officials.

DEPARTMENT OF URBAN AFFAIRS AND HOUSING

Committee on Government Operations: After concluding hearings on Reorganization Plan No. 1 of 1962, to create a Department of Urban Affairs and Housing, the committee favorably approved the plan. Heard testimony from Representatives Barry and Santangelo; and other governmental officials.

GUAM—VIRGIN ISLANDS—PACIFIC ISLANDS

Committee on Interior and Insular Affairs: Subcommittee on Territorial and Insular Affairs ordered reported favorably to the full committee H.R. 10063, to provide for appointment of acting secretaries for Guam and the Virgin Islands under certain conditions.

The committee heard a departmental witness on H.R. 9958, to remove the ceiling on the authorization for appropriation for the government of the Trust Territory of the Pacific Islands.

NATIONAL ACCIDENT PREVENTION CENTER

Committee on Interstate and Foreign Commerce: Subcommittee on Health and Safety continued hearings on H.R. 133, to establish a National Accident Prevention Center. Heard testimony from public witnesses; and an Air Force official. The hearings were adjourned subject to call of the Chair.

ANNOUNCEMENT

Committee on Interstate and Foreign Commerce: For advance notice of scheduled hearings see Congressional Program Ahead, in this DIGEST.

PRIVATE CLAIMS

Committee on the Judiciary: Subcommittee No. 2 took testimony and acted on several private claim bills.

OYSTERS—FISH

Committee on Merchant Marine and Fisheries: Subcommittee on Fisheries and Wildlife Conservation heard testimony from departmental and public wit-

nesses on H.R. 7336, to make loans to certain producers of oysters; H.R. 6529, to provide for the establishment of a new fish hatchery in the eastern part of the State of Tennessee; H.R. 8371, to establish, construct, equip, operate, and maintain a fish hatchery in DeKalb County, Tenn.; and H.R. 2722, to establish a research program in order to determine means of improving the conservation of game and food fish in dam reservoirs.

MANPOWER UTILIZATION

Committee on Post Office and Civil Service: Subcommittee on Manpower Utilization heard testimony from Elmer Staats, Deputy Director, Bureau of the Budget, regarding manpower utilization in the Federal Government.

RIGHT-OF-WAY SITUATION—MASSACHUSETTS

Committee on Public Works: Special Subcommittee on the Federal-Aid Highway Program heard public witnesses on the right-of-way situation in Massachusetts. Hearings continue Friday, February 9.

MANPOWER RESOURCES

Committee on Rules: Granted an open rule, with 3 hours of debate, on H.R. 8399, relating to the occupational training, development, and use of the manpower resources of the Nation.

COMMITTEE WITNESSES

Committee on Rules: Committee ordered reported to the House H. Res. 448, to increase from \$9 to \$16 per day and 7 cents to 12 cents per mile the pay and travel allowance of witnesses subpoenaed to appear before the House.

PATENTS

Committee on Science and Astronautics: Subcommittee on Patents and Scientific Inventions heard testimony from Lee Loevinger, Assistant Attorney General, Anti-trust Division, Justice Department, on H.R. 1934, to amend the National Aeronautics and Space Act of 1958, relating to property rights in inventions.

VETERANS' ORGANIZATIONS

Committee on Veterans' Affairs: Heard testimony from the national commander of Disabled American Veterans; and president, Paralyzed Veterans of America, regarding the legislative objectives of their organizations for this session of Congress.

Joint Committee Meetings

SECURITY—AEC AND DOD

Joint Committee on Atomic Energy: Subcommittee on Security continued in executive session to consider Atomic Energy Commission and Department of Defense security standards and procedures, with further testimony from Loren K. Olson, member, Dwight A. Ink, Assistant General Manager, and John A. Waters,

Jr., Director, Division of Security, all of the AEC; Carlisle P. Runge, Assistant Secretary (Manpower), and Brig. Gen. C. F. Leonard, both of the Army; and John H. Davitt, Internal Security Division, and Joseph Eddins, both of the Department of Justice, all of whom were accompanied by their associates.

Subcommittee recessed subject to call.

PRESIDENT'S ECONOMIC REPORT

Joint Economic Committee: Committee concluded its hearings on the President's Economic Report, after receiving testimony from W. E. Hamilton, American Farm Bureau Federation, and Angus McDonald, National Farmers Union.

A written statement was submitted for inclusion in the record by the National Grange.

CONGRESSIONAL PROGRAM AHEAD

Week of February 12-17

(Committee meetings are open unless otherwise indicated)

Senate Chamber

Next week Senate will be in session on Monday, February 12, and Thursday, February 15. No legislation is scheduled and no record votes are to be taken.

Senate Committees

Committee on Foreign Relations: February 12, to resume its hearings on S. 2768, authorizing purchase of U.N. bonds and the appropriation of funds therefor, 10:30 a.m., 4221 New Senate Office Building;

February 13, open and executive, on several pending nominations, and other committee business, 10:30 a.m., 4221 New Senate Office Building.

Committee on Government Operations: February 14, 15, and 16, to hold hearings on S. Res. 288, disapproving Reorganization Plan No. 1 of 1962, which plan would create a Department of Urban Affairs and Housing, 10:30 a.m., 3302 New Senate Office Building.

Committee on the Judiciary: February 13 through 15, Anti-trust and Monopoly Subcommittee, to hold additional hearings on packaging and labeling practices of American industry, 10 a.m., 2228 New Senate Office Building.

Committee on Post Office and Civil Service: February 15, to resume its hearings on salaries of postal workers and other Federal employees, to hear Civil Service Commission Chairman Macy, 10 a.m., 6202 New Senate Office Building.

House Chamber

There is no legislative business scheduled for next week. When the House adjourns on Monday it will stand adjourned until Thursday, when it will adjourn to Monday, February 19.

House Committees

Committee on Armed Services: February 14, executive, on U.S. military posture, and H.R. 9751, to authorize procurement of aircraft, missiles, and naval vessels.

Committee on Education and Labor: February 13, Special Subcommittee on Labor, executive, on minimum wage. Full committee members invited.

February 14, 15, and 16, Select Subcommittee on Education and General Subcommittee on Labor, on H.R. 10143, re adult illiteracy.

February 16, Special Subcommittee on Labor, on minimum wage (shellfish industry).

Committee on Interior and Insular Affairs: February 13, Subcommittee on Public Lands, on H.R. 9822, 9850, 8030, 8244, 9097, 9115, and 9273, public lands bills.

February 14, full committee, on any business that may be ready for consideration.

February 15 and 16, Subcommittee on Public Lands, on a report of special subcommittee re proposed withdrawal from mineral entry of lands in Tonto National Forest for establishment of a U.S. Air Force seismological observatory; and H.R. 7788, 7789, 1992, and 5277, public lands bills.

Committee on Interstate and Foreign Commerce: February 13 and 14, Subcommittee on Health and Safety, on H.R. 6839 and S. 2073, bills to provide for additional Assistant Secretaries in Health, Education, and Welfare Department; and H.R. 8398, to establish an institute of child health and human development in Health, Education, and Welfare Department.

February 15, Subcommittee on Health and Safety, on H.R. 8882 and S. 1130, to establish health clinics for domestic migratory farmworkers.

February 13, Subcommittee on Communications and Power, to continue public hearings on H.R. 8210, and related bills, regarding clear channel broadcast stations.

Committee on the Judiciary: February 12, Subcommittee No. 1, on private immigration bills, 10 a.m., 327 Old House Office Building.

Committee on Post Office and Civil Service: February 14 and 15, Subcommittee on Manpower Utilization, on manpower utilization in the Federal Government.

Committee on Ways and Means: February 13, on H.R. 10032, re public welfare.

COMMITTEE MEETINGS FOR FRIDAY, FEBRUARY 9

(All meetings are open unless otherwise designated)

Senate

Committee on Appropriations, executive, organizational meeting, 10:30 a.m., 1223 New Senate Office Building.

Committee on the District of Columbia, Public Health Subcommittee, on S. 2571, authorizing grants for expansion of George Washington University Hospital, and S. 2469, authorizing use of volunteers for active police duty in the D.C., 9:30 a.m., 6226 New Senate Office Building.

Committee on Foreign Relations, to continue its hearings on S. 2768, authorizing purchase of U.N. bonds and the appropriation of funds therefor, 10:30 a.m., 4221 New Senate Office Building.

Committee on Labor and Public Welfare, Subcommittee on Migratory Labor, on S. 1129, proposed Farm Stabilization Act, 9 a.m., 4232 New Senate Office Building.

House

Committee on Interior and Insular Affairs, Subcommittee on Territorial and Insular Affairs, on H.R. 10049, and related bills, re American Samoa, 9:45 a.m., 1324 New House Office Building.

Committee on Public Works, Special Subcommittee on the Federal-Aid Highway Program, on right-of-way situation in Massachusetts, 10 a.m., 1302 New House Office Building.

Committee on Ways and Means, on H.R. 10032, public welfare amendments of 1962, 10 a.m., committee room, New House Office Building.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
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Issued February 16, 1962
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HIGHLIGHTS; Sen. Humphrey commended farm program. Sen. Keating criticized farm program. Sen. Stennis and others urged expanded program of forest research. Rep. Findley criticized payments under feed grains program.

HOUSE

- 1. FARM PROGRAM.** Rep. Findley criticized the feed grains program, saying, "Secretary Freeman's flimsy explanation of phantom acres payments in the 1961 feed grains program makes it apparent he will try to perpetuate this \$150 million annual waste in the 1962 and future programs." pp. 2039-40
The "Daily Digest" states: "Committee on Agriculture: Additional public hearings on the administration's farm bill (H. R. 10010) have been scheduled for February 27, 28, and March 1, and for March 6 through March 9." p. D88
- 2. NATIONAL FORESTS.** The Subcommittee on Public Lands of the Interior and Insular Affairs Committee voted to report to the full committee H. R. 9822, to provide that lands within the exterior boundaries of national forests acquired under Sec. 8 of the Taylor Grazing Act may be added to the national forest. p. D89
- 3. LANDS.** The Subcommittee on Public Lands of the Interior and Insular Affairs Committee voted to report to the full committee H. R. 9097, to authorize the Secretary of the Interior to sell certain public lands in Idaho. p. D89

4. MANPOWER. The Rules Committee reported a resolution for the consideration of H. R. 8399, the proposed Manpower Training and Development Act of 1962. p. 2070
5. HOUSING. The Government Operations Committee reported without amendment H. Res. 530, disapproving Reorganization Plan No. 1 to create a Department of Urban Affairs and Housing (H. Rept. 1360). p. 2070
Rep. O'Hara favorably discussed the proposed Department of Urban Affairs and Housing, saying, "It is clear from the President's message that he intends this new Department to serve all of the cities in America." pp. 2038-9
6. PUBLIC DEBT. The Ways and Means Committee reported without amendment H. R. 10050, to provide for a further \$2 billion increase in the public debt limit until June 30, 1962 (H. Rept. 1361). p. 2070
7. CONSERVATION. Rep. Hiestand discussed flood control and water conservation projects in southern California. p. 2068
8. SURPLUS COMMODITIES. Both Houses received the annual report on orderly liquidation of stocks of agricultural commodities held by the Commodity Credit Corporation and the expansion of markets for surplus agricultural commodities. pp. 2070, 2072
9. LEGISLATIVE PROGRAM. Rep. Boggs announced that H. R. 10050, to temporarily increase the public debt limit, will be considered on Tues., and H. R. 8399, the Manpower Development and Training Act of 1962, will be considered on Wed. p. 2035
10. ADJOURNED until Mon., Feb. 10. p. 2069

SENATE

11. FARM PROGRAM. Sen. Humphrey commended the Administration's farm program, expressed pleasure over recent favorable editorial comment which "speak highly for the President and Secretary of Agriculture Orville Freeman," and inserted several items commending the farm program. pp. 2106-7
Sen. Keating criticized the Administration's farm program, particularly the proposed dairy program, stated that "Farmers in my State who produce large amounts of milk, vegetables, and fruit were very much disappointed with the President's farm message," and urged establishment of a bipartisan commission to study the agricultural situation. pp. 2135-6
Sen. Morse inserted a resolution of the Riverview Farmers Union No. 113 of Scio, Oreg., commending the Administration's farm program. pp. 2151-2
12. FORESTRY. Sen. Stennis reviewed and commended the research program of the Forest Service, expressed disappointment over the estimates in the 1963 budget for forest research, and stated that he would propose an increase for fiscal year 1963 of \$10,555,000 over the 1962 appropriation for forest research. Sens. Engle, Humphrey, Metcalf, Ellender, and Long, La., commended Sen. Stennis' remarks. pp. 2095-2102
Sen. Morse commended the program of loans to small forest products processors to enable them to finance the construction of primary access roads under timber sales contracts and praised the "Forest Service and the SBA ... for the vigor with which they have proceeded to place this program into effect." pp. 2140-1

SUSAN B. ANTHONY

(Mrs. WEIS (at the request of Mr. CONTE) was given permission to extend her remarks at this point in the RECORD, and to include extraneous matter.)

Mrs. WEIS. Mr. Speaker, this afternoon I should like to pay tribute once again to the memory of Susan B. Anthony, on this the anniversary of her birth.

Susan B. Anthony, born February 15, 1820, was perhaps the most devoted and courageous leader of the women's suffrage movement in America. She was a dynamic, selfless crusader who devoted herself completely to the cause of equality for women. She had few equals as a leader, for she possessed those qualities of greatness which marked her immediately as a giant among women.

Miss Anthony spent much of her life in Rochester, N.Y., my own home city, and her memory lingers today in the minds and hearts of many women of our community. Her home has been restored as a memorial and the Susan B. Anthony Memorial, Inc., has been established to perpetuate her memory and the memory of the great work which she accomplished.

Gov. Nelson Rockefeller has designated today as Susan B. Anthony Day in New York State, and I should like to include at this point in the RECORD the text of the Governor's proclamation concerning Susan B. Anthony:

PROCLAMATION—STATE OF NEW YORK,
EXECUTIVE CHAMBER

Although Susan B. Anthony was born in Massachusetts, we proudly claim her as one of the great New Yorkers who helped to make history. Most of her adult life was passed and her effective work for freedom, justice, and equality was accomplished in the Empire State.

She was agent of the American Anti-Slavery Society for New York State before she began to devote herself almost exclusively to the agitation for women's rights. Her motto was: "The true Republic—men, their rights and nothing more; women, their rights and nothing less."

Susan Anthony could not foresee the preponderance in numbers of women over men which exists today. Her work resulted in adoption of what we know as the Susan B. Anthony amendment to the Constitution of the United States, the 19th amendment giving women the right to vote.

It is right that we honor this great and fearless American. Courage of a rare sort was needed to carry her and her associates through the hostility, and above all, the ridicule they encountered: Now, therefore,

I, Nelson A. Rockefeller, Governor of the State of New York, do hereby proclaim February 15, 1962, as Susan B. Anthony Day in New York State. Given under my hand and the privy seal of the State at the capitol in the city of Albany this 8th day of February in the year of our Lord 1962.

NELSON A. ROCKEFELLER.

I should also like to include in the RECORD at this time a resolution adopted by the Susan B. Anthony Memorial, Inc. regarding the proposed equal rights amendment to the United States Constitution:

Whereas Miss Susan B. Anthony believed in perfect equality of rights for women, civil, legal, and political; and

Whereas at first women obtained only political; and

Whereas women now are working to secure civil and legal equality: Therefore be it

Resolved, That the Susan B. Anthony Memorial, Inc., at the corporation meeting held in the Anthony Home on November 28, 1961, go on record as favoring the civil and legal equality which Miss Anthony in her lifetime approved; and be it further

Resolved, That the Anthony Corp. approves the equal rights amendment which reads: "Equality of rights under the law shall not be denied or abridged by the United States or by any State on account of sex," and be it further

Resolved, That a copy of this resolution be sent to Representative JESSICA WEIS and to Representative HAROLD OSTERTAG and to the New York State Senators KEATING and JAVITS.

Mrs. GEORGE HOWARD,
President.

Mrs. FRED WILKINSON,
Recording Secretary.

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

Mr. HEMPHILL (at the request of Mr. Boggs), for 1 hour, for Tuesday, February 20, 1962.

Mr. JAMES C. DAVIS, for Wednesday, February 21, 1962, vacating his special order for Monday, February 19, 1962.

Mr. JAMES C. DAVIS, for 2 hours, on March 8, 1962.

Mr. RYAN, for 15 minutes, today.

EXTENSION OF REMARKS

By unanimous consent, permission to extend remarks in the Appendix of the RECORD, or to revise and extend remarks, was granted to:

Mr. BREEDING in two instances and to include extraneous matter.

Mr. JOELSON in three instances and to include extraneous matter.

Mr. RODINO in two instances.

Mr. THOMPSON of Texas and to include extraneous matter.

Mr. O'HARA of Michigan in two instances.

Mr. ASPINALL and to include excerpts from an address of Ambassador Stevenson.

Mr. ROGERS of Colorado and to include an editorial from the Denver Post.

Mr. MADDEN and to include a speech by the Honorable CHET HOLIFIELD.

Mr. GROSS and to include extraneous matter.

Mr. YOUNGER and to include an address, notwithstanding it will exceed two pages of the RECORD and is estimated by the Public Printer to cost \$292.50.

Mr. FINDLEY.

Mr. BERRY and to include extraneous matter.

Mr. KOWALSKI in two instances.

(The following Members (at the request of Mr. CONTE) and to include extraneous matter:)

Mr. ROBISON in five instances.

Mr. DEROUNIAN in four instances.

Mr. MASON.

Mr. ELLSWORTH in two instances.

Mr. MCINTIRE.

Mr. DERWINSKI.

Mr. ASHBROOK in two instances.

Mr. CURTIN.

Mr. YOUNGER.

Mr. POFF.

Mr. DAGUE.

Mr. CEDERBERG in three instances.

Mr. MICHEL in four instances.

Mr. HIESTAND in five instances.

Mr. CONTE.

Mr. ROUSSELOT in seven instances.

Mr. AYRES.

Mr. FORD.

Mrs. ST. GEORGE in two instances.

Mr. PILLION.

Mr. WILSON of California in two instances.

Mr. KEARNS in two instances.

Mr. WEIS in five instances.

(The following Members (at the request of Mr. RYAN) and to include extraneous matter:)

Mr. COLMER in two instances.

Mr. DINGELL in two instances.

Mr. HEMPHILL in six instances.

Mr. BURKE of Massachusetts.

Mr. NATCHER.

Mr. GALLAGHER in three instances.

Mr. GEORGE MILLER in eight instances.

Mr. COOLEY in two instances and to include tables.

Mr. MACK.

Mr. SANTANGELO in three instances.

Mr. FLOOD in four instances.

Mr. BOLAND.

Mr. EVINS in three instances.

Mr. ULLMAN in three instances.

Mr. CLARK.

Mr. RHODES of Pennsylvania in two instances.

Mr. ROOSEVELT and to include extraneous matter, notwithstanding the fact it exceeds the limit and is estimated by the Public Printer to cost \$360.

BILLS PRESENTED TO THE
PRESIDENT

Mr. BURLESON, from the Committee on House Administration, reported that that committee did on February 12, 1962, present to the President, for his approval, bills of the House of the following titles:

H.R. 4876. An act for the relief of Mary C. Atkinson;

H.R. 5181. An act to amend Private Law 85-699;

H.R. 5324. An act for the relief of Dr. Serafin T. Ortiz;

H.R. 6013. An act for the relief of the Houston Belt & Terminal Railway Co.;

H.R. 7473. An act for the relief of Albert R. Serpa; and

H.R. 8325. An act for the relief of Harrison Thomas Harper.

ADJOURNMENT

Mr. RYAN. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 1 o'clock and 36 minutes p.m.), under its previous order, the House adjourned until Monday, February 19, 1962, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS,
ETC.

Under clause 2 of rule XXIV, executive communications were taken from

the Speaker's table and referred as follows:

1691. A letter from the Acting Secretary of Agriculture, transmitting the annual report on orderly liquidation of stocks of agricultural commodities held by the Commodity Credit Corporation and the expansion of markets for surplus agricultural commodities, pursuant to section 201(b) of Public Law 540, 84th Congress; to the Committee on Agriculture.

1692. A letter from the Secretary of Defense, transmitting a draft of proposed legislation, entitled "A bill to authorize certain construction at military installations, and for other purposes"; to the Committee on Armed Services.

1693. A letter from the Comptroller General of the United States, transmitting a report on a selective examination of payments for construction of facilities and installation of equipment under Department of the Air Force combination firm fixed-price and cost-reimbursement prime contracts negotiated with Air Products, Inc., Allentown, Pa., pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67) and the authority of the Comptroller General, as set forth in 10 U.S.C. 2313(b); to the Committee on Government Operations.

1694. A letter from the Comptroller General of the United States, transmitting a review of selected activities of the Federal-aid highway program of the Bureau of Public Roads, Department of Commerce, in the State of Tennessee, pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67); to the Committee on Government Operations.

1695. A letter from the Comptroller General of the United States, transmitting a report on review of selected highway transportation activities Post Office Department, pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and Public Law 86-682 (39 U.S.C. 2206); to the Committee on Government Operations.

1696. A letter from the Comptroller General of the United States, transmitting a report on review of procurement and storage of general-use hand tools for the Air Force by General Services Administration, pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67); to the Committee on Government Operations.

1697. A letter from the Acting Attorney General, transmitting a draft of proposed legislation, entitled "A bill to repeal subsection (d) of section 2388 of title 18 of the United States Code"; to the Committee on the Judiciary.

1698. A letter from the Acting Attorney General, transmitting a draft of proposed legislation, entitled "A bill to amend sections 1821 and 1825 of title 28, United States Code, to increase the per diem, mileage, and subsistence allowances of witnesses, and for other purposes"; to the Committee on the Judiciary.

1699. A letter from the Secretary, Department of Health, Education, and Welfare, transmitting a report of all tort claims paid under section 2672 for the period from January 1, 1961, to December 31, 1961, pursuant to section 2673 of title 28, United States Code; to the Committee on the Judiciary.

1700. A letter from the Assistant Secretary of the Interior, transmitting a draft of proposed legislation, entitled "A bill to amend section 7652(b)(3)(A) of the Internal Revenue Code of 1954"; to the Committee on Ways and Means.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. THORNBERRY: Committee on Rules. House Resolution 448. Resolution amending rule XXXV, Rules of the House of Representatives, 87th Congress; without amendment (Rept. No. 1358). Referred to the House Calendar.

Mr. BOLLING: Committee on Rules. House Resolution 544. Resolution for consideration of H.R. 8399, a bill relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes; without amendment (Rept. No. 1359). Referred to the House Calendar.

Mr. DAWSON: Committee on Government Operations. House Resolution 530. Resolution disapproving Reorganization Plan No. 1 of 1962; without amendment (Rept. No. 1360). Referred to the Committee of the Whole House on the State of the Union.

Mr. MILLS: Committee on Ways and Means. House Resolution 10050. A bill to provide for a further temporary increase in the public debt limit set forth in the Second Liberty Bond Act; without amendment (Rept. No. 1361). Referred to the Committee of the Whole House on the State of the Union.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. WALTER: Committee on the Judiciary. H.R. 1588. A bill for the relief of Fong Kai Dong; with amendment (Rept. No. 1357). Referred to the Committee of the Whole House.

PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. VINSON:
H.R. 10202. A bill to authorize certain construction at military installations, and for other purposes; to the Committee on Armed Services.

By Mr. ANFUSO:
H.R. 10203. A bill to provide for research into and development of practical means for the utilization of solar energy, and for other purposes; to the Committee on Science and Astronautics.

By Mr. CELLER:
H.R. 10204. A bill to amend section 47 of the Bankruptcy Act; to the Committee on the Judiciary.

By Mr. FORD:
H.R. 10205. A bill to amend title 13, United States Code, to preserve the confidential nature of copies of information filed with the Bureau of the Census on a confidential basis; to the Committee on Post Office and Civil Service.

By Mr. HARRIS:
H.R. 10206. A bill authorizing the modification of the general plan for flood control and other purposes on Red River, Tex.,

Okla., Ark., and La., below Denison Dam, Tex. and Okla.; to the Committee on Public Works.

By Mr. HUDDLESTON:
H.R. 10207. A bill to amend the St. Lawrence Seaway Act to provide that the St. Lawrence Seaway Development Corporation shall not engage in publicity or promotion of the St. Lawrence Seaway; to the Committee on Public Works.

By Mr. JOELSON:
H.R. 10208. A bill to amend the Internal Revenue Code of 1954 to provide an exemption from the cabaret tax in the case of certain fund-raising affairs conducted by non-profit charitable organizations; to the Committee on Ways and Means.

By Mr. JOHNSON of California:
H.R. 10209. A bill to establish an Office of Public Works Coordination and Acceleration; to authorize the preparation of a plan for acceleration of public works when necessary to avoid serious nationwide unemployment levels; and for other purposes; to the Committee on Public Works.

By Mr. LESINSKI:
H.R. 10210. A bill to provide an increase of 15 percent in the compensation of employees in the postal field service, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. MACDONALD:
H.R. 10211. A bill to amend section 109 of title 38, United States Code, to provide medical care for certain veterans of Armed Forces allied or associated with the United States during World War I; to the Committee on Veterans' Affairs.

By Mr. MATHIAS:
H.R. 10212. A bill to provide for the issuance of a special postage stamp in commemoration of the 165th anniversary of the launching of the U.S. frigate *Constellation* at Baltimore, Md.; to the Committee on Post Office and Civil Service.

By Mr. MATTHEWS:
H.R. 10213. A bill to amend the Subversive Activities Control Act of 1950 to authorize the payment of rewards to persons who furnish information leading to convictions of organizations or individuals of failure to register as required by such act; to the Committee on Un-American Activities.

By Mrs. MAY:
H.R. 10214. A bill to amend the Agricultural Act of 1961 to define the term "person" or "producers" under the 1962 wheat and feed grain programs; to the Committee on Agriculture.

By Mr. MILLS:
H.R. 10215. A bill to extend the Renegotiation Act of 1951; to the Committee on Ways and Means.

By Mr. OLSEN:
H.R. 10216. A bill to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. POWELL:
H.R. 10217. A bill to repeal the provision of the Hill-Burton Act which permits Federal assistance for hospitals which discriminate against persons on the basis of race, creed, or color; to the Committee on Interstate and Foreign Commerce.

By Mr. ROUSH:
H.R. 10218. A bill to authorize the purchase by the United States of United Nations bonds, and to provide that the dollar value of such bonds purchased by the United States shall not exceed the aggregate dollar value of such bonds purchased by other nations; to the Committee on Foreign Affairs.

CONSIDERATION OF H.R. 8399

FEBRUARY 15, 1962.—Referred to the House Calendar and ordered to be printed

Mr. BOLLING, from the Committee on Rules, submitted the following

R E P O R T

[To accompany H. Res. 544]

The Committee on Rules, having had under consideration House Resolution 544, report the same to the House with the recommendation that the resolution do pass.



House Calendar No. 178

87TH CONGRESS
2^D SESSION

H. RES. 544

[Report No. 1359]

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 15, 1962

Mr. BOLLING, from the Committee on Rules, reported the following resolution;
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the Union
4 for the consideration of the bill (H.R. 8399) relating to the
5 occupational training, development, and use of the manpower
6 resources of the Nation, and for other purposes. After gen-
7 eral debate, which shall be confined to the bill, and shall
8 continue not to exceed three hours, to be equally divided and
9 controlled by the chairman and ranking minority member
10 of the Committee on Education and Labor, the bill shall be
11 read for amendment under the five-minute rule. At the con-
12 clusion of the consideration of the bill for amendment, the

1 Committee shall rise and report the bill to the House with
2 such amendments as may have been adopted, and the previous
3 question shall be considered as ordered on the bill and
4 amendments thereto to final passage without intervening
5 motion except one motion to recommit.

House Calendar No. 178

87TH CONGRESS
2^D SESSION

H. RES. 544

[Report No. 1359]

RESOLUTION

Providing for the consideration of H.R. 8399,
a bill relating to the occupational training,
development, and use of the manpower re-
sources of the Nation, and for other pur-
poses.

By Mr. BOLLING

FEBRUARY 15, 1962

Referred to the House Calendar and ordered to be
printed

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued February 28, 1962
For actions of February 27, 1962
87th-2d, No. 28

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HIGHLIGHTS: Rep. Beermann criticized farm bill. Rep. King criticized proposed dairy program. House debated manpower training bill.

HOUSE

1. MANPOWER TRAINING. Began debate on H. R. 8399, the proposed Manpower Development and Training Act. pp. 2728-57, 2758-9
2. HEALTH SERVICES. Received the President's message on health and medical care (H. Doc. 347) (pp. 2723-7). The message included recommendations for enactment of legislation to encourage the States to provide facilities and services to help improve health conditions of migratory workers, and for an increase in appropriations for the study and control of water and air pollution and for research into protection against radiation peril.
3. FARM PROGRAM. Rep. Beermann criticized the proposed farm bill, particularly the provisions relating to wheat, stating that "the proposed multiple-price program for wheat is so complicated that it would be impractical for Congress to try to write more specific provisions." pp. 2762-3
Rep. King, N. Y., contended that the proposed farm bill "contemplates the imposition of the most stringent controls on dairy farmers," and proposed that "the dairy farmer and the dairy industry continue their fine efforts to promote the increased consumption of milk and butter, cheese and ice cream, free of any meddling by the Secretary of Agriculture." p. 2720

4. PROPERTY; CLAIMS. The Judiciary Committee reported without amendment H. R. 10357, to provide for the settlement of claims against the U. S. by members of the uniformed services and civilian employees for damage to, or loss of, personal property incident to their service (H. Rept. 1392). p. 2775
5. TEXTILES. Rep. Hemphill discussed current conditions relating to the textile industry and inserted a White House release on the cotton textile arrangement concluded at a meeting of the Cotton Textile Committee of the General Agreement on Tariffs and Trade held in Geneva and several articles on the subject. pp. 2763-74
6. AIR POLLUTION. Received from HEW a proposed bill "to extend and strengthen the Federal air pollution control program;" to Interstate and Foreign Commerce Committee. p. 2774

ITEMS IN APPENDIX

7. 4-H CLUBS. Extension of remarks of Rep. Natcher discussing the 4-H Clubs, and saying, "it is indeed a pleasure to extend my very best wishes to the members of the 4-H Clubs and their leaders, and to wish them continued success in all their endeavors." p. A1435
8. FARM PROGRAM. Extension of remarks of Rep. Fenton inserting an address, "A Farmer Answers to the Farm Problem," which discusses the bills to establish a cropland retirement program. pp. A1436-7
Extension of remarks of Rep. Quie criticizing the Administration's farm program and inserting an article, "There's a Better Way." pp. A1453-4
Extension of remarks of Rep. Nelsen inserting an article, "The Farm Income Picture in Focus." pp. A1479-81
9. FEED GRAINS. Extension of remarks of Rep. Findley criticizing the feed grain program, and saying, "despite my repeated appeals for better administration, the 'phantom acres' will again be paid for under the 1962 feed grain program." p. A1439
10. FOREIGN TRADE. Extension of remarks of Rep. Green, Ore., inserting an editorial, "Tariff Bill Aims at Gradual Cuts -- Action Would Not Be Fast, Despite Plan's Urgency." p. A1440
Extension of remarks of Rep. Avery inserting a speech, "What the European Common Market Means to Kansans in General and Farmers in Particular." pp. A1440-2
11. STOCKPILING. Extension of remarks of Rep. Findley inserting an article, "Kennedy Voted for It -- Stockpiling Exorbitant." p. A1445
12. PUBLIC DEBT. Extension of remarks of Rep. Alger inserting an article, "American National Debt World's Eighth Wonder." p. A1481

BILLS INTRODUCED

13. COTTON. H. R. 10427, by Rep. Montoya, and H. R. 10428, by Rep. Morris, to facilitate the sale and disposal of Government stocks of extra long staple cotton; to Armed Services Committee.
14. FARM PROGRAM. H. R. 10442, by Rep. McSween, and H. R. 10451, by Rep. Short, to establish a cropland retirement program; to Agriculture Committee.

gram must make maximum use of the medical and other health resources, skills and experience of our Nation in helping these nations advance their own knowledge and skill. We should, in addition, explore every possibility for scientific exchange and collaboration between our medical scientists and those of other nations—programs which are of benefit to all who participate and to all mankind.

CONCLUSION

Good health is a prerequisite to the enjoyment of pursuit of happiness. Whenever the miracles of modern medicine are beyond the reach of any group of Americans, for whatever reason—economic, geographic, occupational, or other—we must find a way to meet their needs and fulfill their hopes. For one true measure of a nation is its success in fulfilling the promise of a better life for each of its members. Let this be the measure of our Nation.

JOHN F. KENNEDY.

THE WHITE HOUSE, February 27, 1962.

MEDICAL CARE FOR THE AGED

Mr. BARRY. Mr. Speaker, with the receipt of the President's message, Congress is once again embroiled in the highly controversial issue of medical care for the aged. The President has placed this social security medical care program on the agenda of "must" legislation. Secretary Ribicoff has emphasized that he believes this legislation has great appeal to the voters. As in 1960, alternatives, compromises, rumors of political deals and clever parliamentary maneuvers are being reported daily in the press. The Congress, in this highly charged political atmosphere, will have to make fundamental decisions which, for years to come, will affect the quality of medical care in this country and could extend the social security program into areas hitherto uncharted.

The decisions made this year will be crucial. A wrong answer could be irreversible. But I seriously question whether the Congress is yet in the position to make the well-considered decision which is called for in this situation, on the desirability of adopting the President's proposal at this time. More specifically, I believe we cannot really take intelligent action until we know precisely what kind of a job the Kerr-Mills law—medical assistance for the aged—is capable of doing. To give a fair test to Kerr-Mills, which has been in effect in New York less than a year, is, I believe, the only sound approach. It is a position which is supported by most thinking Members of both parties. It is the approach of the Democratic chairman of the Committee on Ways and Means, the Honorable WILBUR D. MILLS, and of the chairman of the Republican policy committee, the Honorable JOHN W. BYRNES, an important member of the committee which considers this legislation. These two gentlemen have probably listened to more testimony on medical care for old people than any men in Congress.

As you may recall, the medical assistance for the aged program was born out

of 13 weeks of executive sessions of the Committee on Ways and Means in the spring of 1960. It is based upon the historic principle of Federal-State cooperation whereby the rights of the States are preserved in effective copartnership relationships. It allows great latitude to the States in their determination of eligibility under the general purpose of the Federal law of providing aid to persons not on old-age assistance but whose income and resources are insufficient to meet the cost of necessary medical services. Likewise, there is also great latitude left to the States in determining just what type of benefits will be most needed and most appropriate for their own people. The Kerr-Mills law also provided more favorable Federal financial participation in the old-age assistance medical care programs so as to encourage the liberalization of those programs already in existence and to encourage the establishment of programs in those States without such programs.

The implementation of the Kerr-Mills law has been carried out by the States with remarkable speed. This is due, in large part, to the program's support by the medical profession and also the favorable attitude of public welfare authorities. Latest statistics show that, as of January 22, 1962, 24 jurisdictions have the new medical assistance for the aged programs in effect. One more State has submitted its plan and three other jurisdictions have enacted legislation but the plan has not yet been submitted.

Let me briefly trace its rapid development. In March of 1961, five States had programs and payments were averaging \$187 a month on behalf of 21,000 recipients. In August of this year—just 5 months later—the 14 jurisdictions with going programs showed payments for that month totaling about \$12 million to 60,000 recipients for an average payment of over \$200. As of November 1961, the new program was in effect in some 16 jurisdictions and was caring for some 71,652 recipients who were receiving payments which amounted to over \$15 million for that month. The average payment for the 27,291 recipients on medical assistance for the aged in the State of New York for that month was \$320.37. Moreover, as of December 1961, some 22 States had improved their coverage of content of services under the old-age assistance provisions of the Kerr-Mills law.

It is very early to assess the results of the Kerr-Mills legislation. Many States are experimenting with their programs, and expansion and contractions should be expected until they are able to arrive at programs which are completely adapted to local conditions. There have been some early difficulties in working out arrangements with doctors and hospitals, but the Kerr-Mills law provides the governmental mechanism which is most acceptable to the medical and hospital community because they know it is flexible enough to meet their particular problems.

Moreover, development of the medical assistance for the aged program has probably been inhibited, to some degree,

by the arguments of those supporting the administration bill that it would soon be outmoded by a social security oriented program. Some State legislatures, as a result, have been reluctant to devote funds to the new program on the ground that it might be quickly superseded. This is understandable in view of the fact that the administration has been pulling out all stops to get its legislation on the books this year. If we in Congress make the right decision these inhibitions will be removed and we will get a clearer picture of just what Kerr-Mills can really do.

The need for caution and serious consideration by Congress before rushing headlong into the adoption of a social security medical care program is obvious for a number of reasons. I will mention just a few of them. One is that Congress should consider all the implications of introducing an entirely new concept of benefit under the social security program. For the first time there would be created a service benefit which has no wage relation or contribution relation to the beneficiary. In the past this wage-related cash benefit principle has been held to be a cornerstone of the social security system by the very people who now argue so vehemently for the President's program. To get medical care benefits, they seem willing to scrap this principle. Congress should look long and hard before it takes any step away from this philosophy. Such a departure could have the effect of undermining the philosophical base for the entire benefit and eligibility structure of the social security program. It also introduces the problems of administration of service benefits which the social security people, by training and experience, are not equipped to deal with.

Congress should also take a long and hard look at the additional social security tax which will be involved in the President's program. Under existing law the social security tax was increased this year and will be increased again in 1963, in 1966, and in 1968, to finance the present program. Thus, in 6 short years, the combined employer-employee tax will jump from 6¼ to 9¼ percent even without the enactment of this program. Any medical care proposal will have to be added on top of that.

Last spring, Secretary Ribicoff, under questioning by the Senate Finance Committee, stated that, in his judgment, the combined employer-employee tax should not go above 10 percent. His medical care program would add another half percent bringing the total cost to 9¾ percent. This would leave just a quarter of a percent with which to deal with all of the other possible improvements which may be needed in the program. In this sense, adoption of the medical care program may foreclose any congressional consideration of such policy questions as the relaxation of the earnings limitation which currently penalizes people for working and the blanketing-in of those elderly widows and others not now covered under the social security system largely because their jobs or their husband's jobs were specifically excluded from coverage under the system during

their working life. I am not convinced that there has been any showing by the administration that their proposal, which will pay medical benefits to some people who actually do not need them, and will not pay benefits to others outside social security who do need them, is any more socially desirable than some of the measures I have mentioned.

Likewise, the Congress should give serious thought to the fact that many millions of people, both people who need benefits and those who are completely self-sufficient, will receive social security health benefits toward which they have made absolutely no contribution, because they were retired before the program goes into effect. This development would accentuate a situation under social security whereby younger workers are continually being forced to foot a greater proportion of the cost of the system. Actuarial studies, based on the social security legislation up until 1958 have shown that workers over age 20 in 1958 and their employers, as a class, will pay only about 42 percent—21 percent each—of the value of their benefit.

Workers in the future, and their employers, on the other hand, will pay 169 percent—84.5 percent each—of the value of their benefits. This disparity would be further increased by the administration's medical care bill under which millions of retired people, as I have said, will receive benefits without having made any social security tax contribution toward their cost. The question arises as to whether providing benefits only to people in need from general revenue taxation under Kerr-Mills is not a more preferable and equitable approach.

Apart from all these considerations, there is also the basic and very practical question of what effect the enactment of this legislation might have on the quality of medical care which could be provided, and the administrative problems which would arise, particularly because its administrative authority rests with the Federal Government. The bill provides, under the reassuring heading "Prohibition Against Interference," that "except as otherwise specifically provided," no Federal officer or employee can "exercise any supervision or control over the administration and operation of any such hospital, facility, or agency." However, the head of the legal division of the American Medical Association, in pointing out the significance of the phrase "except as otherwise provided," listed in the hearings some 10 specific exceptions in the administration bill which affect, in his words, "the practice of medicine and indicates in varying degrees an immediate supervision and control of medical personnel and facilities."

There is room for much deep thought in the following summary statement presented by the American Medical Association before the Committee on Ways and Means on this very important point:

It is axiomatic that the Federal Government tends to control what it subsidizes. Indeed, the Government must, for it is duty-bound to see that the taxpayer's money is spent properly and with efficiency. The problem arises as a result of the fact that

the providers of services and the Government may not see eye-to-eye on the subject of what constitutes efficiency. For as I shall discuss later, Government must concern itself primarily with the financial aspects of these programs; and the health professions must, if they are to provide quality medical care, concern themselves with quality medical care above all else.

[The administration bill] disclaims its intention of meddling with the free practice of medicine, Mr. Chairman, as is customary in all bills which seek to utilize the compulsory social security mechanism as a device for financing health care for the aged. But if a single Government agency were empowered to buy from 10 to 20 percent of all care in the Nation's general hospitals, it takes no ouija board to predict that this agency would wield the power it had been given to influence the operation and management of such hospitals.

In this area of delicate relationships between Government and the medical profession I think it has been demonstrated that arrangements at the State and local level allowed by Kerr-Mills tend to preserve the freedom of the medical profession, and it is this freedom which is the only really effective safeguard against the deterioration of the quality of medical care.

On July 31, 1961, my colleague, the gentleman from Texas, Congressman BRUCE ALGER, entered into the CONGRESSIONAL RECORD an editorial from the Chicago Daily Tribune which referred to the pilot Medicare program undertaken by the State of Colorado. The article points up many of the unfortunate results of this plan which have led to widespread disillusionment on the part of the State legislature. In the words of the Tribune:

Colorado's failure, with a program covering only 52,000 persons, demonstrates the basic unsoundness of President Kennedy's vastly greater proposal, scheduled for legislative action next year.

The Kerr-Mills program is an important piece of legislation. It is congressional recognition of the precarious plight of some of our older citizens who are particularly vulnerable to heavy medical bills. It provides generous Federal matching funds to the States so that these people—the people who really need such assistance—can be protected against the financial catastrophe of a serious or expensive illness. This is a program, I believe, which will meet the needs of the American people if it is given an honest and fair trial. On the other hand, if the Congress acts precipitously, under the President's prodding, we may saddle ourselves and our children with a program which would put the Federal Government into an entirely new kind of activity in a very sensitive area of human and governmental relations, and which could have the effect of injuring, rather than helping, the fine medical care which the American people are receiving today.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

Mr. MADDEN. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 544 and ask for its immediate consideration.

The clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 8399) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes. After general debate, which shall be confined to the bill, and shall continue not to exceed three hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Education and Labor, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. MADDEN. Mr. Speaker, I yield myself such time as I may require, after which I yield 30 minutes to the gentleman from New York [Mrs. St. GEORGE].

Mr. Speaker, House Resolution 544 calls up for debate and consideration House bill 8399. The rule calls for 3 hours debate. I wish to congratulate the House Education and Labor Committee and particularly Congressman HOLLAND, of Pennsylvania, chairman of the subcommittee for bringing this very necessary legislation on the floor of the House.

The manpower development and training bill is probably the most important piece of domestic legislation to come before the House during this session. It is important because something must be done to prevent the necessary costs of automation and economic growth from continuing to fall most heavily on those people who are least able to bear them. There are two alternatives to this bill. One is the reduction in the rate of our national growth and development. The other is to neglect the continued increase in unemployment being forced on millions of our people. This Nation cannot afford either of these alternatives.

This bill should be neither controversial nor political and has originated in the House, although the Senate has already passed a similar bill. The Senate rightly took a nonpartisan position on this necessary legislation. Hearings started a year ago by the Holland subcommittee of the Education and Labor Committee revealed many shocking facts about conditions resulting from automation and rapid technological change. While the national population, and the available workforce, have continued to grow at an unprecedented rate, job opportunities have not.

From 1950 through 1960 the number of workers in factory production in the United States fell 10 percent, while production rose 43 percent, and population increased 19 percent.

The total number of factory production and maintenance jobs has declined by 1½ million in the last 7 years.

Employment of production workers in the electrical industry fell 10 percent while output was rising 21 percent.

Well over half a million railroad jobs have disappeared since the war, while productivity rose 65 percent.

Output per man hour in our coal mines has doubled in this same period but there are now 300,000 fewer jobs in the industry.

Employment in the manufacture of electrical appliances has fallen 50 percent since 1953 although total output has risen.

Production and related jobs in the automobile industry have been declining almost steadily for several years, falling from 767,100 in 1953 to 612,600 in 1960.

The same trend exists in steel and other related industries. There has been a decline in employment in the manufacture of automation equipment itself. Employment in instrument production has fallen 15 percent in 7 years.

The Bureau of Labor Statistics reports that 25 percent of the jobs affected by the installation of electronic data processing systems have been permanently abolished. About 10,000 such systems were installed in 1961, each affecting an average of 140 jobs, or a total of 1,400,000 jobs. The result has been that a fourth of these, or about 350,000 clerical jobs alone, have been abolished by automation in the last year.

The rate of installation of office automation equipment will probably accelerate. If the 68 companies that are now manufacturing computers in the United States should double their sales this year, 700,000 additional clerical jobs will be abolished.

Still more jobs are expected to be eliminated by other types of automation devices. For example, an automatic sales clerk can dispense up to 36 varieties of products, accept payments up to \$5 and give the customer his exact change. According to testimony before the Holland subcommittee, an automatic law clerk can perform 7 man-hours of legal research in a few minutes; within 10 minutes of receiving a question involving tax exemption, the machine analyzed 400 laws from 50 States and the District of Columbia, typed all the statutes and case citations, and had begun typing the full text of the material.

Some idea of the immediate problem ahead can be seen from the fact that, even if all we do is increase our productivity at the same rate as we have been doing since the end of World War II, a total of 1,800,000 persons will feel the impact of technological change just in the year ahead.

Today, 20 percent—one in every five—of our unskilled workers are unemployed—a rate which is two-thirds higher than semiskilled workers, 100 percent higher than that for skilled craftsmen.

The problem is especially critical for older people, women and minority groups whose rate of unemployment continues at roughly double the average unemployment rate.

At the same time that old jobs are being wiped out new ones are being created. Today's unemployed are faced with want

ads calling for workers skilled in transistorized circuitry, inertial guidance, ferret reconnaissance, human factors science, gyro dynamics, microminiaturization, and data telemetry. These job titles were unknown a half dozen years ago.

The problem is made worse by our educational weaknesses. In the next 10 years 26 million new young workers will enter the job market—and if current trends prevail, 7½ million of them will be dropouts, without a high school diploma and very ill fitted for the job world ahead which will see major advances on the technological scene.

Although these, and many other problems, were brought out by the hearings, the Holland subcommittee concentrated its efforts primarily on what should be done to correct the hardships already caused by automation. The recommendations for constructive action to meet this crisis are almost as undisputed as the facts. Leaders of management, labor, and government have all urged the same action.

On February 14, 1962, President Kennedy said he regarded as the major domestic challenge of the 1960's the job of maintaining full employment in spite of automation.

The result of the hearings is H.R. 8399 which is before us today. This bill passed the Holland subcommittee by a vote of 6 to 1 and the Committee on Education and Labor by a vote of 24 to 3. It permits the Secretary of Labor to enter into agreements with the States whereby the States would pay a weekly retraining allowance to carefully selected unemployed persons. Before being selected all persons would be thoroughly tested and counseled. Although priority would be given to the unemployed, other qualified persons could be permitted retraining so that it will not always be necessary to wait until automation renders a job obsolete before anything is done to retrain the workers displaced. In order to make it possible to anticipate labor displacement and job obsolescence, this bill provides for the Secretary of Labor to appraise the Nation's manpower requirements and resources through comprehensive and continuous research. It also requires studies of employer and union practices which affect severance pay plans, seniority, and the use of extended leave plans for education and training purposes in order to promote greater labor mobility both geographically and occupationally.

The Secretary of Labor is also required to determine the Nation's skill requirements, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers. This legislation will develop broad, diversified training programs, including on-the-job training.

The bill also directs the Secretary of Labor to make maximum use of all possible resources for skill development. Among others, he will use the resources of industry, labor, public and private education and training institutions, and Federal, State, and local governmental agencies.

Furthermore, the Secretary of Health, Education, and Welfare is authorized to

enter into agreements with the States, to improve vocational training, and may pay up to 100 percent of the cost to the State of carrying out the agreements with respect to unemployed persons and up to 50 percent for others.

Adequate safeguards prevent abuses such as persons drawing a retraining allowance simultaneously with unemployment compensation.

Most of the cost of this bill should be offset by savings in unemployment compensation alone. Even if all the cost were not offset it would be better to pay a man to retrain for a new job than to pay him to sit idly and wait for his old, obsolete job to open up again.

More important than the cost, however, is the need to give our people an honorable chance to find a place for themselves in our growing economy. It is generally agreed that a great injury will be inflicted on this generation, and on future generations, if nothing is done to halt the relentless growth of the mass of jobless, rootless, disillusioned and frustrated people displaced by technological changes. Workers should not be forced to match wits with machines, but should be given the opportunity to rise as high above the moron mentality of machinery as their talents permit.

Mr. Speaker, I reserve the balance of my time.

Mr. BOW. Mr. Speaker, will the gentleman yield?

Mr. MADDEN. Yes, I yield to the gentleman from Ohio.

Mr. BOW. When these people are retrained, where are we going to find jobs for them? What are you going to retrain them for? I think that is the important question.

Mr. MADDEN. I do not think retraining will provide jobs for all unemployed workers, but, there are a number of different vocations that have arisen in this scientific age which require skills.

Mr. BOW. If the gentleman will yield further, will the gentleman tell us where those jobs are?

Mr. MADDEN. Before the committee it was brought out that skilled workers are required in the field of gyro dynamics. That is an electrical operation.

Also there is the field of microminiaturization, and data telemetry, and a dozen other modern jobs in the electrical and scientific fields. Skilled workers are in demand in the construction field and other segments of our economy.

Mr. BOW. If the gentleman will yield further, is it the gentleman's opinion that you can take a man from a coal mine, for instance, and retrain him to go into these highly specialized skills?

Mr. MADDEN. I say that a great number of them can be retrained, especially the younger workers in crafts, and so forth, that would provide a living for their families.

Mr. BOW. If the gentleman will yield further, the point I am making is this: If we can retrain and find positions for them, that is fine. But are we going to retrain them and still have unemployment and create even a worse condition than we have at the present time? I have not been able to learn in my study of the hearings and the other informa-

tion that has come to me of any area in which we have a shortage of employment that would take up the number of unemployed which we have in the country today.

Mr. MADDEN. A week ago a manufacturer from the southern part of Chicago was in my office. He is engaged in the precision steel manufacture. He told me that the great trouble he has is obtaining skilled workers. He said that he has an overflow of laborers and unskilled workers, but he needs skilled workers.

Mr. BOW. If the gentleman will yield further, how many skilled jobs does he have at this time that he would like to fill?

Mr. MADDEN. I asked him that very question. In his operation I think he has around 500 or 600 people employed. He said he could use from 40 to 50 skilled workers in his business today if he could find qualified skilled workers.

Mr. O'HARA of Michigan. Mr. Speaker, will the gentleman yield?

Mr. MADDEN. I yield to the gentleman.

Mr. O'HARA of Michigan. Mr. Speaker, I would like to call the gentleman's attention to the fact that in the last week the Department of Labor at the request of members of the committee contacted the State employment agencies of a number of States to ask them to furnish us with information with regard to any particular skills or occupations in which job openings were available and qualified persons were not available to fill those openings and where they possibly could to supply the number of openings in each category.

We have received replies from a number of States listing such occupational opportunities, and we shall, during the general debate go into this whole subject. I might mention that we have them listed alphabetically. Among some others we would have such things as airplane mechanics, aluminum sash and door makers, automatic transmission specialists, automobile body repairmen, automobile mechanics, boot and shoe workers, and others.

Mr. MADDEN. I thank the gentleman.

CALL OF THE HOUSE

Mr. HIESTAND. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER pro tempore (Mr. PRICE). Evidently a quorum is not present.

Mr. MADDEN. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 23]

Adair	Davis, Tenn.	Hoffman, Mich.
Bennett, Mich.	Fallon	Johansen
Bolling	Fisher	Judd
Bolton	Glaimo	Kelly
Boykin	Gonzalez	Kirwan
Bromwell	Harris	Kitchin
Broyhill	Harsha	Knox
Celler	Harvey, Mich.	Lipscomb
Chamberlain	Hays	McDonough
Cooley	Hoffman, Ill.	MacGregor

Meador	Ryan, Mich.	Spence
Merrrow	Saund	Steed
Morgan	Scherer	Thompson, La.
Morrison	Shelley	Ullman
Moulder	Sheppard	Weaver
Multer	Smith, Calif.	Whitten
Robison	Smith, Miss.	

The SPEAKER. On this rollcall 380 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

The SPEAKER. The Chair recognizes the gentlewoman from New York [Mrs. ST. GEORGE].

Mrs. ST. GEORGE. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, this legislation, H.R. 8399, comes to us under an open rule with 3 hours of general debate.

At first glance the bill has great appeal. How can anyone be against a retraining program? You might as well be against mother and the flag. Nevertheless, we must not be carried away by our initial enthusiasm, but must think the problem through.

Now, I am well aware that this bill, H.R. 8399, is never going to see the light of day. This bill will not see the light of day because to all intents and purposes it is going to be written on the floor of this House this afternoon. Nevertheless, I am addressing myself to the bill as it is written and as it is before you.

First of all, the general public is being led to believe that we have at present practically no retraining programs, and the press has never made any attempt to dispel this fallacy. Because, of course, it is a complete fallacy.

Under questioning, witnesses agreed that at the present time there are five or six agencies of Government which have retraining programs that are costing \$535 million annually. This bill calls for an expenditure of \$263 million over a 2-year period.

These figures do not taken into account the many programs financed and run by business corporations and private agencies. The total number of retraining programs, as far as I can find out—and I have had great difficulty in getting the figures—Government and private, is roughly 56. But I would like to call your attention to the result of a survey made by one of our colleagues who is a member of the committee that has brought this bill to the floor. In his report that he has made he states that:

Within a few years there will be 300,000 such plans with assets totaling \$100 billion. Control over such a vast investment in the hands of the Labor Secretary or labor leaders constitutes an enormous threat to our freedom.

Well, this of course is true. But when you look at the discrepancy between these figures you realize that to tell the very truth no one knows how many retraining programs there are and no one knows what they cost today or what they are going to cost in the future. It may well be said that these many pro-

grams constitute a disorderly approach to the problem, that this new approach will bring order out of chaos and get the retraining programs that have grown and flourished over 40 years under the control of the Federal Government. Be under no such delusion. This new program will be just one more added to all the others already in existence. There is not the slightest intention of curtailing or changing any of the department programs or any of the private ones, for that matter. This is just superimposing another Federal program to cost \$263 million over a 2-year period on the present Government programs costing \$535 million per annum.

Mr. LAIRD. Mr. Speaker, will the gentlewoman yield?

Mrs. ST. GEORGE. I yield to the gentleman from Wisconsin.

Mr. LAIRD. Mr. Speaker, I should like to state that in the Appropriations Subcommittee handling the Department of Health, Education, and Welfare, and also in the subcommittee handling the Department of Labor appropriations we went into this matter of training and retraining very thoroughly last year. We made additional funds available for the Bureau of Apprenticeship and Training. We made additional funds available for the Bureau of Vocational Rehabilitation. I should like to state that with all the words and speeches that have been given out by this administration, one of the first areas where they refused to follow out on the authority and appropriations made available by Congress was in this area of training. They refused to obligate the funds made available by the Congress to carry forward a new program of training in the Bureau of Apprenticeship and Training and an already existing program in the Department of Labor.

The area of vocational rehabilitation was one of the first places where funds were frozen by this administration, not expended in accordance with the appropriation measure passed by the Congress. It seems to me that if they really want to go forward with these programs they should have gone along with the Congress and used the funds that we made available for the fiscal year 1962.

I think it is important for the Members of the House to realize that this is one of the areas where they froze funds and where they would not go forward with existing programs in this area of training. The Bureau of Apprenticeship and Training and the vocational rehabilitation program were set back by the type of budget freezes that were ordered by the administration in September.

Mrs. ST. GEORGE. I thank the gentleman for his contribution. I think that bears out again the fact that there are many programs and also a great deal of money that has already been adjudicated to these programs. If it is not being used that is one more argument in this matter.

Again we find that there is no coordination here, that the bill is extremely loosely drawn and is about to be rewritten on the floor. There are to be

at least 15 amendments offered. I understand they will be offered now in one package which means that the various Members will understand probably a little less about them, although I believe they are an improvement to the bill. This may or may not improve the legislation, but it seems as though the committee had hardly done their homework very satisfactorily. Besides all this, there does not appear to be any general demand or necessity for this added program. In the testimony this sentence occurred from one of the labor witnesses:

I think we can all assume there are still areas where abuses are occurring.

That is on page 19 of the hearings on compensation and welfare legislation on May 24, 1961.

Well, there is no Government program where this assumption cannot be made and certainly the legislation before us today does not in any way even attempt to correct abuses because it merely adds another retraining program to the many that are already in existence.

Finally, Mr. Speaker, the bill we are discussing is so unlikely to be the bill—and in fact, will not be the bill—that will pass, that we are indeed “looking through a glass darkly,” and we may well get quite a surprise when we see the final product of the will of the House face to face.

Mr. Speaker, I reserve the balance of my time.

The SPEAKER. The gentlewoman from New York has consumed 9 minutes.

Mr. MADDEN. Mr. Speaker, I yield 10 minutes to the gentleman from Massachusetts [Mr. O'NEILL].

(Mr. O'NEILL was given permission to revise and extend his remarks.)

Mr. O'NEILL. Mr. Speaker, I most wholeheartedly agree with the remarks of the gentleman from Indiana [Mr. MADDEN] in congratulating the gentleman from Pennsylvania [Mr. HOLLAND] for the wonderful work he has done on this legislation. Also I am in agreement with the gentleman from Indiana that this is one of the truly most important pieces of legislation facing this Congress this year.

Mr. Speaker, an editorial recently appeared in the Boston Globe and I think it is worth reading to the Members of the Congress. It is headed “A New Industrial Revolution.”

The editorial is as follows:

A NEW INDUSTRIAL REVOLUTION

If there is a constant running through human affairs, and many believe there is, the man who designed the first wheel more than likely crushed his foot beneath it before he learned to ride. So it was with the first industrial revolution. So now with automation. This time, at least, man is conscious that he is grappling with a Frankenstein monster which he must bend to his will before it smashes his maker.

One of the problems is the growing hardcore unemployment among unskilled and semiskilled workers. Secretary of Labor Arthur J. Goldberg in his appearance before Congress emphasized that although overall unemployment is at its lowest rate in 16 months—5.8 percent—the number of persons unemployed for 4 months or more has not dropped.

This phenomenon—a dangerous one—is a result of automation.

The word “automation” was coined not two decades ago by a student at the Harvard Graduate School of Business Administration; the word “cybernetics” 10 years ago by a professor of Massachusetts Institute of Technology. The first has been defined as the art of controlling machines by other machines. The second has been defined by its inventor, Norbert Wiener, as the science of communications and control in men and machines.

The first pertains to technology; the second to pure science. Both have become of immense importance to the economies of Europe and the United States and in the lives of their working peoples. In World War II both were vital to the survival of freedom. Now they threaten, by prodigious growth in their applications to production and business, to shackle the economy and smite the workers.

Properly managed, says Congressman ELMER J. HOLLAND, Democrat, of Pennsylvania, chairman of the Subcommittee on Unemployment and the Impact of Automation, they can open unbelievable vistas for the peoples of the world.

Recently a new warning was sounded, emphasizing the importance of the next 20 years in the struggle between men and machines. Donald N. Michael, a director of the Peace Research Institute in Washington, is author of “Cybernation: The Silent Conquest,” a study published by the Fund for the Republic, source of many brilliant studies on domestic problems in the United States.

He warns that the initial stages of the struggle are upon us. The chief social problem resulting from automation is the displacement of the unskilled worker and his growing restlessness. In the long run, he holds, automation will not cause unemployment but will upgrade unskilled workers to skilled jobs, and provide better living.

The upgrading of workers, however, is falling fast behind the layoffs of workers in our changing technology. More and more men are finding themselves out of work and more of them are being classified as long-term unemployed. The special committee on unemployment has filed a bill aimed at offsetting the mounting costs of growing unemployment among the unskilled.

The bill provides for a Federal program for the training of long-term unemployed who presently are not permitted to take retraining courses while receiving unemployment compensation. Under its terms the Federal Government would continue the State payments at the end of their customary expiration, at the same time providing vocational training not to exceed 52 weeks. The skills taught would be aimed at the increasing skilled-job opportunities. The bill offers a wise approach to the cure of an economic illness in a nation otherwise prosperous.

Let us look at the history of the economy of this Nation since the turn of the century. At the present time we are going through an industrial and an educational revolution. Gone are the business techniques of the turn of the century; gone are the business techniques of post-World War I; gone are the business techniques of pre-World War II and post-World War II.

There was a time at the turn of the century when an educated man was considered a hindrance in business; he was considered part of the overhead. Back in the early days of this century they did not want educated people in business; an educated person, as I said, was overhead. It was only the man who worked with his hands who produced wealth for the industry of this Nation.

What has happened in the past 30 years in this Nation since 1932? Mind you, Mr. Speaker, one out of eight attended high school in this country—that is only 1930, 32 years ago. What is the figure today? Eighty percent out of one hundred percent attend high school, and by 1975 ninety-five percent of that youth bracket will be attending high school.

What happened in the field of higher education, in the field of the college and the university? In the year 1930, 4 percent of that age group had gone to college or university. That is the number in 1932. Thirty-two years ago, as I say, only 4 percent of that age group in the Nation were attending college. What is the figure today? The figure today is 35 percent of the youth in that age group in America who are attending college, and by 1975 50 percent of that age group will be attending college.

What does that mean? It means that there is an educational revolution going on. What does it mean? Automation has stepped in. No matter how we consider it, only 3 percent will rise to the top.

What is going to happen to the youth of America who are graduates of high schools? What will happen to graduates of college in these tremendous numbers we have never had before? The fact is they are going into new fields. Here in the Boston paper over the weekend are 18 pages of advertising looking for men, not unskilled men, not semiskilled men, but skilled men. NASA had a half-page ad in all the Boston papers asking for people to go to Houston, asking for people to go to Denver, asking for people to go to Florida, asking for people from our Greater Boston area to go to other sections of the country. We ourselves ran 18 pages of ads in the Boston papers looking for skilled employees.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. O'NEILL. I yield.

Mr. GROSS. A part of them were probably cost-plus contractors, were they not?

Mr. O'NEILL. I have no idea of that.

Mr. LAIRD. Mr. Speaker, will the gentleman yield?

Mr. O'NEILL. I yield.

Mr. LAIRD. With all that need for skilled and trained people why should the Department of Labor freeze the funds in the Bureau of Apprenticeship of the Department for the year 1962? It seems to me this is the very time when we should go forward with these different training programs, but they froze the funds and did not go forward with this program in accordance with the express desire of Congress.

Does it not seem to be a bad time to be cutting back on those already existing training programs?

Mr. O'NEILL. I have not any knowledge of that. If the gentleman says it is so, I believe it is so. I agree with him, I think it is a bad time to cut back, but I realize the problem facing the Nation. We are in a period of transition, a period of overlap, because of automation. People are being laid off. Those people who are being laid off have not the qualifications to go into higher jobs. Industry

itself cannot do it. It has not the time, it has not the money, it has not the will to educate these people.

The other day I went up to the New England Telephone & Telegraph Co. offices at about 6 o'clock to attend a meeting that was going on in reference to public relations. I was amazed to find out there were five different classes going on and being run by the New England Telephone Co.—advanced accounting, advanced office procedure, public relations, and two others.

It was interesting to note that each of this group of employees of the telephone company who were attending these classes, each one of them, was doing so voluntarily. In some instances they had so many volunteers that the workers that are employed could not get into one of these classes for a year.

The SPEAKER. The time of the gentleman from Massachusetts has expired.

Mr. MADDEN. Mr. Speaker, I yield the gentleman 3 additional minutes.

Mr. O'NEILL. Mr. Speaker, business is working in this field. There is a need for this overlap. There is an obligation upon a democracy to take care of this type of people. If we do not educate this type of people what are we going to do about it? We are going to have them put on welfare, we are going to put them on various types of relief programs. This is an overlap, this is a transition period, this is an obligation upon our country to take care of the people who are in this classification.

I think this is excellent legislation, and it is necessary for this Congress to go along with it. I want again to congratulate the gentleman from Pennsylvania [Mr. HOLLAND] for the tremendous work he has been doing in this field.

Mr. LANDRUM. Mr. Speaker, will the gentleman yield?

Mr. O'NEILL. I yield to the gentleman from Georgia.

Mr. LANDRUM. May I say that no one can disagree with the aims and desires we hope to get by legislation of this type; and certainly no one can disagree with the argument that the gentleman from Massachusetts has so eloquently stated, except for this reason: I do not understand, and I have not been able to understand during my study of this bill in the Committee on Education and Labor why we are seeking to lodge all of this new power in the Secretary of Labor when it is now available to the Secretary of Health, Education, and Welfare to administer. These vocational programs are under HEW now.

Can the gentleman tell me, and I have not had anyone in the Labor Committee or elsewhere to answer my question, why it is necessary to put this over into the Department of Labor and not leave it where it has been?

Mr. O'NEILL. The only answer I can give the gentleman is that apparently when the bill was originally filed by the gentleman from Pennsylvania [Mr. HOLLAND] it was assigned to that committee where a prodigious and prolonged study was made and a report issued.

Mr. LANDRUM. Is this vocational training program under the Department of Education?

Mr. O'NEILL. I know the need for the legislation. Where it belongs, according to the report of the committee, is in the Department of Labor, and I am willing to go along. I realize the need for the legislation.

Mr. LANDRUM. Does the gentleman make the argument that the U.S. Department of Education has not succeeded in its administration of the vocational program?

Mr. O'NEILL. No. I think they have only brushed the surface.

Mr. PERKINS. Mr. Speaker, will the gentleman yield?

Mr. O'NEILL. I yield to the gentleman from Kentucky.

Mr. PERKINS. I want to say to the gentleman from Georgia there is a lot more involved here. In reference to placement of these people who are being trained or retrained usually lies in the Department of Labor. We usually look to the Department of Labor for that.

Mr. LANDRUM. The Labor Department has that authority and is carrying out that responsibility today. It needs no further legislation.

Mrs. ST. GEORGE. Mr. Speaker, I yield 5 minutes to the gentleman from Kansas [Mr. AVERY].

Mr. AVERY. Mr. Speaker, my colleague on the Committee on Rules, the gentleman from Massachusetts [Mr. O'NEILL], reminded the House or made some reference to 32 years ago. I am happy that he did, because anybody that can remember 32 years ago or even not so long can remember Collier's magazine very well. One of the most outstanding features in Collier's magazine was a cartoon that was generally described as a Rube Goldberg cartoon. I think everybody remembers a little bit about the general nature of the cartoon. Everything was done the unusual way, the hard way, the most indirect way that you possibly could. If you wanted to put the cat out of the door, for example, you would not just open the door and put the cat out, but you would have to use all sorts of pulleys and ropes and wheels, and then something would bump the cat out of the door. Now, that same flare for the fantastic on the part of Rube Goldberg must have motivated Arthur Goldberg, in my opinion, in the drafting of this bill.

And you ask, What do I mean by that? And, I will tell you just exactly what I mean. This bill was before the Committee on Rules last August. When the proponents appeared before the Committee on Rules we asked them to tell the Committee on Rules in what skills, in what occupations, or in what professions there existed a shortage of skilled and qualified workers. They said, "Now, this bill has been drafted rather hurriedly and therefore we are not yet able to identify those areas in which there are not a sufficient number of skilled or trained workers to satisfy the market demand." The bill was left to rest with the Committee on Rules from August until February. That would be approximately 6 months. The proponents just last week came back before the Committee on Rules, and we asked them that same question: In what skills is there not a sufficient number of trained em-

ployees to satisfy the job opportunity? And they said, "We are sorry. The Secretary of Labor is still studying this matter and as yet he has not been able to determine and identify these areas." Well, I took the position that until the Secretary of Labor could positively identify these areas and advise the Committee on Rules, and the House in turn, the number of occupations and the amount of skilled labor that was not being satisfied we were not justified in spending a quarter of a billion dollars for this program.

Then, to allay some of the fears I might have had, as I went into the committee the next morning—and I want my friends over on my right side to pay particular attention to this—as I went into the committee the next morning a representative of the Secretary of Labor stopped me and said, "Well, Mr. Congressman, we do have a list of those skills for which there are not a sufficient number of trained employees. We have them all prepared for you this morning, and these are the skills." It is titled "Suggested Occupations for Training Under the Manpower Development and Training Act Bill." And, frankly, I was quite impressed. The first thing I did was to add them up. There are 300 and some occupations on these three pages of mimeographed copy. Then I started looking on these pages to see some of the skills for which there were not a sufficient number of trained employees.

Now I would like to call this to the attention of the gentleman from Pennsylvania [Mr. HOLLAND]. Since I have known him he has worked diligently to improve the lot of the glassblowers and the glass industry.

I would like to tell the gentleman that on this list there are glassblowers. We are going to retrain more glassblowers under this bill, if the bill is passed and the requested authority given to the Secretary of Labor.

Mr. Speaker, if we have some Members on the floor of the House now from Kentucky or from West Virginia or from some other coal-mining State, I would like to advise them that coal miners are included in this list also. Under this program, if the bill is passed without some revision, we are going to train more coal miners.

Mr. Speaker, other interesting occupations here are dishwashers, cleaning occupations, policemen, kitchen workers, laundry workers, cheesemakers, and so forth. I understand that we have quite a surplus of cheese now, but we are going to train more cheesemakers. What is the point of all this?

I am saying that the point I hope to establish is that with the passage of this bill in the manner in which it is written, it is entirely premature. I understand the author of the bill is prepared to accept quite a number of amendments from the minority, and I think maybe as many as 15. So, actually, one cannot tell by reading this bill what we are going to be voting on because it will probably contain entirely different stipulations than those that are on the printed pages that you have before you this afternoon.

Mr. Speaker, the second point I want to make is this: Where are the facilities in which we are going to train these people? Where are the teachers? The bill is silent in both of those areas.

We have been told, and in fact next week we may have before this House a proposal to send to conference a bill to increase classroom facilities to institutions of higher learning. Then there is the Federal aid to education bill and the National Defense Education Act to supply more alleged needed classrooms. Then, I ask, where are we going to train the people for which this bill is intended? The bill is silent on that. Where will the skilled instructors and other talent come from to retrain these people when we are reminded every day of a critical teacher shortage?

Mr. Speaker, I see the gentleman from Michigan on his feet. Would he like to answer those questions? I yield to the gentleman for the purpose of answering those questions.

Mr. O'HARA of Michigan. Mr. Speaker, I would like to inform the gentleman from Kansas that I have in my hand letters of recent date from the administrators of the bureaus of unemployment compensation of the States of Ohio, New Jersey, Indiana, Massachusetts, Pennsylvania, North Carolina, Illinois, and New York. I am afraid we do not as yet have Kansas.

Mr. AVERY. What do the letters say?

Mr. O'HARA of Michigan. This gives concrete information, and is not something dreamed up by the Secretary of Labor. We have here the administrators of the State employment agencies telling us the numbers of jobs and occupations in which these requests for workers have come which they cannot fill because they do not have skilled persons in those fields seeking employment. I think this is the best evidence, and we will at the appropriate time insert this matter in the RECORD.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. AVERY. I will yield after I make this comment:

If that information is so abundant, I wonder why the proponents of this bill could not present it to the Rules Committee and to the House a list of occupations needing more employees, rather than giving us a nondescript and, what I would call, an irresponsible list of classified jobs and skills.

Mr. O'HARA of Michigan. If the gentleman will yield, as the gentleman pointed out, this committee did not give him any such list. I do not know where that list came from.

Mr. AVERY. It came from the Secretary of Labor. A personal representative of the Secretary of Labor gave me this. He handed it to me.

Mr. O'HARA of Michigan. I think you had better take it up with him.

Mr. AVERY. He is going to administer the program, not the committee.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. AVERY. I yield to the gentleman from Iowa.

Mr. GROSS. Let the RECORD show that the gentleman never got an answer

to his question: Where and who is going to train these people? I am waiting to hear somebody answer.

Mr. O'HARA of Michigan. Mr. Speaker, will the gentleman yield further?

Mr. AVERY. If we can stretch this minute a little longer, I will.

Mr. O'HARA of Michigan. As the gentleman from Iowa knows, we have been appropriating money for some years for vocational education facilities. It is the intent of the bill, and a study of the bill will reveal this, that we plan to use existing State vocational education agencies for our training programs.

Mr. AVERY. Why do we need a new program if we already have one that is working?

Mrs. ST. GEORGE. Mr. Speaker, I yield 10 minutes to the gentleman from California [Mr. Hiestand].

(Mr. Hiestand asked and was given permission to revise and extend his remarks.)

Mr. Hiestand. Mr. Speaker, as was said by the gentleman from Georgia, few of us would have occasion to quarrel with the objectives of the bill. We would like to see the problem of unemployment attacked. We would like to see a lot of retraining, and so forth. The question before us is, will this bill do it? I suggest, Mr. Speaker, that the bill that has been introduced is entirely different from the bill that will be placed before us when we go into committee. There have been some 28 amendments offered by a member on the minority side of the committee and we have assurances that they are all going to be accepted.

But I suggest that in spite of accepting all of them, the bill is still a bad bill. It is a bad bill and should be defeated for four reasons.

First, it has the three basic ingredients of increased socialism, namely, increased Federal Government, largely increased power of the Executive, and tremendous new spending.

Second, the bill does not deal with the causes of unemployment. It deals only with the symptoms of unemployment. I suggest that that is a bad way to legislate, to doctor the symptoms of a disease and not get at the causes of the disease.

Third, the need for this particular gigantic boondoggle has not been shown. We have been discussing a number of different training programs and I assure you there are thousands of them, both public and private, and a big job is already being done.

Fourth, this plan is impractical; it simply will not work. It creates a great big boondoggle and nothing else.

Mr. Speaker, with regard to the first of the points, this would build a great superstructure, a vast new bureau costing, under the Senate bill, some \$655 million, and in the House bill some \$230 million. I suggest that we cannot cure unemployment or retrain masses of people who may not be equipped, simply by spending a lot of money, by hiring a lot of extra Federal bureaucrats. That will not go very far in curing the unemployment problem.

With regard to this matter of the causes of unemployment, no comprehen-

sive survey has yet been made that I can find on the causes of unemployment. Some of the subcommittees of our Committee on Education and Labor are making studies of certain phases of it; automation, for instance, et cetera. But all the way through there is no comprehensive survey and we cannot tackle this job and legislate to correct it unless we get the causes of unemployment. And may I suggest such things as the types of workers that are unemployed; their length of service; the quantities by areas. We have a little of that, but not much.

Automation impact has been mentioned. Competition with imports. Labor troubles. The flight of industries because of the inequities of tax programs in many communities, or an unsatisfactory atmosphere for industry.

Scientific progress has caused much unemployment. Changing markets and especially changing demands.

All these things have to be explored if you are going intelligently to legislate on the correction of unemployment, which is the main objective of this bill.

May I suggest that there are other vast programs, that the need for this particular kind of program has not been shown because it cannot be shown. We have these programs starting away back with the George-Dean Act, the Smith-Hughes Vocational Training Act. They have 3,800,000 people under vocational training programs.

There is the Veterans' Rehabilitation and Vocational Training Act which has over 600,000.

There is the Apprenticeship and Training Act of the Department of Labor to which reference has been made, training 161,000.

Then last year we passed a depressed areas bill, or an Area Redevelopment Act and they plan tremendous training facilities.

There is the Youth Employment Opportunities Act of 1961 which has 21,800.

May I suggest that this constitutes, together with the many other training programs of each of the departments, a hodgepodge of training. There is no coordination. This bill would not coordinate them. It would superimpose a tremendous agency on top of all the others, not to mention the State retraining programs of which there are several good ones, and community programs, as well as the thousands of companies and employers who are doing their own apprenticeship and training programs.

I suggest that that phase of the matter is the most practical because there people are carefully screened and are chosen who are capable of taking this training and they are on the job and they can earn their way as they are taking the training. That is the best way to tackle this job. The Federal Government is not equipped and has no possible way of making a success of this thing. I claim it does not attack the hard core of unemployment, coal miners, railroad workers, and many thousands of other people who have been eliminated because they are not equipped to take the type of training that is called for by the list of vacancies that has been referred to by previous speakers.

I believe that this plan is completely impractical and is unworkable. I have had some personal experience in this regard for a number of years before coming to Congress I had to do with personnel matters and especially supervising training. I suggest it requires first of all careful selection of people, suitability for jobs, and then job opportunities. All of these things are required and I do not see how any mass training job can be applied and make this workable. There is bound to be much waste, waste of the taxpayers' money. Employers are much better qualified on their own than the Federal Government to tackle it.

Several efforts have been made in the communities. In Bridgeport, Conn., for instance—and this illustrates the point just made—they set up a committee and reviewed some 3,500 unemployed. They eliminated a number of them but made out cards for those and they added to their list to be considered some 879 total of about 4,379 people. About 1,550 people were selected and after they screened them another 560 were unsuitable; 401 more declined because they were not interested. That cut the eligibles down to 589. Of that 589, 201 did not show up for the program at all. Another 248 failed the test and that still left 140. Of that 140 there were 43 who failed to start or dropped out. That left 97 out of the 4,400. Three of those were dropped and 10 quit and 5 got other jobs which left 79. Of those who completed the course satisfactorily there were only 57, and eventually 53 of those were hired by some 33 different companies. That is a good achievement for the 53 out of 4,400. But this is how it works, Mr. Chairman; it just does not work.

We have another instance in Detroit where the Public Works Commission made some studies and selected some 761 unemployed for retraining. They were unable to test 216 of these because they were illiterate. Of the rest of them 299 failed the test and that left only 146 eligible to take the course.

At Oklahoma City, the Armour Co. laid off 400 people. They knew in advance they were going to have to do that, so they provided an offer of vocational training and retraining. Of that 400 only 170 volunteered to take the test. Of that 170, 110 were unequipped and failed, leaving 60 qualified, 58 were enrolled in classes and only 7 were employed.

General Electric at Schenectady knew they were going to have to close some parts of their plant because of the change in types of scientific work and progress. They knew they were going to have to lay off about 17,000 people. So they laid out a plan in advance providing for a termination allowance and for retraining, for the time they were on the job and for quite a few months after they were on the job. Of the 17,000 practically all decided to take the severance pay rather than go into the retraining program.

The director of training in the General Electric branch, Mr. Earl S. Willis said:

Any attempt to impose retraining on a national basis would be so complex as to be impractical.

Mr. Speaker, the bill as a whole is impractical. We have shown that the measure cannot possibly work. It has been shown also that this amount of money would be very difficult to spend and I suggest putting up \$100 million the first year; a total of \$230 million would be in large degree wasted.

It cannot possibly be well spent, as has been shown. We are invading the territory of the States and the communities. That is my No. 1 objection. We are building big government much bigger, another gigantic boondoggle. We are building the executive department bigger; we are spending a tremendous amount of money;

Second, we are doctoring the symptoms of unemployment rather than the causes of the disease;

Third, the need has not been shown; and

Fourth, the plan itself is impractical; it simply will not work. It is another big boondoggle and should be defeated.

Mr. Speaker, I yield back the balance of my time.

Mr. MADDEN. Mr. Speaker, I have no further requests for time.

The SPEAKER. The question is on the resolution.

The resolution was agreed to.

A motion to reconsider was laid on the table.

Mr. POWELL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 8399) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 8399, with Mr. MAHON in the chair.

The Clerk read the title of the bill.

By unanimous consent the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule the gentleman from New York [Mr. POWELL] will be recognized for 1½ hours, and the gentleman from Pennsylvania [Mr. KEARNS] for 1½ hours.

The Chair recognizes the gentleman from New York.

Mr. POWELL. Mr. Chairman, I yield myself such time as I may need.

(Mr. POWELL asked and was given permission to revise and extend his remarks.)

Mr. POWELL. Mr. Chairman, in his January 11 state of the Union message, and again in his Economic Report, the President stressed that the task of reducing unemployment and achieving full use of our manpower resources remains a serious challenge which this country must meet in order to fulfill its responsibilities to its citizens and its responsibilities as a leader of the free world.

In setting H.R. 8399 No. 1 on his priority list for domestic legislation, the President pointed out that this country cannot "countenance the suffering, frustration, and injustice of unemployment, or let the vast potential of the world's leading economy run to waste in idle man-

power, silent machinery, and empty plants."

There is overwhelming support for the immediate enactment of this legislation. The need for training the hard-core unemployed workers has become widely recognized and publicized. Witnesses before our committee from all segments of the economy—business, labor, education, and the public—testified almost unanimously as to the urgent need for the training program which this bill establishes. Every recent study—the one done by the Committee for Economic Development, and the Michael report for the Center for the Study of Democratic Institutions—has indicated the need for training and retraining as an essential remedy.

The policy of retraining and retooling our manpower resources has had bipartisan support in this Congress. The bill received the support of the ranking minority members on our committee.

The other body passed a similar measure by a 2 to 1 vote in the last session, after it had been reported out unanimously by their Committee on Labor and Public Welfare.

The Republican study committee has produced a report endorsing the need for this type of legislation.

There is substantial agreement among all who have studied the problem that a major portion of our unemployment exists because most of our idle workers do not possess the skills necessary to equip them for jobs that are available in our highly industrialized economy. The more rapidly our economy advances, the more rapidly do skills become obsolete—and the need for training and retraining and for a continuing appraisal of skill needs and resources, such as this bill provides, become more pressing.

Despite recent indications of some recovery from the recession and a decrease in the unemployment rate, there still remains large numbers of workers who have exhausted, even extended, unemployment insurance benefits—those whose skills have become obsolete; the unskilled, especially those without high school education; older workers; minority groups; and the youth.

The American people are well aware of the urgency of this legislation. A recent public opinion poll disclosed that of all the proposals specified by the President in his second state of the Union message, the proposal to train the unemployed was cited by 67 percent of those replying as one for which they were willing to make sacrifices. This was more than twice the degree of support given to any other item listed.

It is clear that present Federal, State, local and private efforts fall far short of the total need, and that without an intensive nationwide program to provide opportunities for retraining, all too many men and women will never be able to obtain the skills which will enable them to be self-supporting and make their maximum contribution to the Nation's productivity. This bill establishes such a program.

The fact that we are in the midst of the cold war only increases the need for the programs this bill will provide. The present struggle requires the maximum

use of all our manpower, with no waste of the skills and ability to produce that are now available in the ranks of our long-term unemployed, and which can be fully exploited and utilized when these unemployed are trained for the skills needed today and tomorrow.

Most of us are faced in our districts with visible evidence of the waste of human resources caused by industrial relocation, technological advancement, and the increased application of automation.

The good men and women who have been displaced and cast aside—victims of technological progress—should be given every opportunity to once again become productive members of society.

Mr. Chairman, I cannot close my remarks without paying tribute to the author of this bill, the gentleman from Pennsylvania [Mr. HOLLAND]. I can say that no bill in this Congress was proposed prior to this one, because on the morning after the elections in November, the gentleman from Pennsylvania called me and said:

I would like a green light immediately to go ahead and study and bring forth legislation in this area.

So this legislation began the day after the elections. The homework has been good homework, despite the charge made by one of the Members of this body. It was bipartisan homework. We went out to get the best chief counsel we could get in this area. We hired a young man, Dr. Walter Buckingham, who had written a book on automation, dean of one of the graduate schools in the Georgia Institute of Technology. There has been considerable work done by the Republican group, and I want especially to pay tribute to the gentleman from New York [Mr. GOODSELL] for his great assistance in connection with this program.

We have been told there may be in the course of the development of this discussion a new bill introduced on this floor. It will not be a new bill. It will be a bill that will carry many new ideas. What is wrong with that? If there is not a working of the will of this body, why do we ever have a discussion over any legislation?

If the gentlewoman on the Committee on Rules is opposed to such type of action, then why not vote out a closed rule instead of an open rule? We have an open rule so that we can produce better legislation on the floor of the House.

This committee that I have been privileged to be chairman of for just a matter of months is one of the hardest working committees in this Congress, and I resent the indictment that this committee was not a hard-working committee. On both sides of the aisle, Republicans and Democrats, in all of the subcommittees have devoted their full time to work in the fields of education and labor. As the discussion goes along, with capable Members on both sides presenting their views, I am sure that the cloud of ignorance and lack of knowledge concerning this matter will be dispelled and that we will pass this bill by the same

type of margin that it was passed by in the Senate.

(Mr. KEARNS asked and was given permission to revise and extend his remarks.)

Mr. KEARNS. Mr. Chairman, I yield myself such time as I may require.

Mr. Chairman, in all the years I have been in Congress I have never heard so many great eulogies before a bill has been debated. I think it is a wonderful idea to pay tribute, but I would rather wait and sum up the proceedings at the end of the debate and find out where the merits lie.

Mr. Chairman, I agree with my chairman that the subcommittee has been a hard working subcommittee. We know that throughout this country of ours we have an unemployment problem. We know we have to train and retrain and rehabilitate people in the jobs that are necessary in different places and parts of our country.

Now, this bill throws quite a bit of light upon this subject. And I stand in support of it. I am confident that a majority of the Members of this House will agree that this type of legislation is needed. However, it must be written in such a manner that the ultimate goals of the legislation will be accomplished. I believe that with the Goodell amendments we will have the bill that we want. It comes as a result of what the hearings unveiled. It comes as a result of good, sound reasoning, and it comes as a result of determination to do something concrete about this important matter that faces this Nation.

Mr. Chairman, I feel that when the provisions of the substitute are unveiled, each and every Member can deal honestly with his own conscience and vote as he should.

Today this country is faced with a strange dilemma. On the one hand, unemployment continues to be our number one domestic problem. Much of this unemployment is caused by automation, foreign competition, plant relocation and normal shifts in our economic production demands. However, at the same time millions are unemployed, and countless jobs go unfilled because men do not have the right kind of skills or those with the skills do not know that the job exists at some other location. It is in this area that the proposed legislation is intended to do its most effective work.

This legislation will not create jobs nor will it prevent workers from losing their present job when this is caused by the factors that have been listed above. However, it is an affirmative step in the direction of providing a means whereby workers who are displaced, or who are about to be displaced, can upgrade their skills or acquire the necessary training to switch to a new field of employment. There is nothing more tragic than a situation where men sit around in idleness waiting for their old job to open up again when that old job has been forever eliminated. This legislation, and the program of training which it will initiate, can bring new hope and usefulness to this unfortunate group.

At the outset, title I of this bill will be the most important. Here the Secretary of Labor is authorized and instructed to survey the unemployment and employment situation as it exists today and as it will be developing in the future. With these statistics he should be able to determine which skills will become obsolete and which skills will become in short supply. Even more important, he should be able to predict what new skills will be needed as we enter into the space age which has now been opened up by Colonel Glenn's epoch making orbital flight.

Next, the skills of our present work force will be identified and made known to employers who are seeking such skills. In turn, existing job opportunities will be pointed out to those who are seeking work and who are ready to take the training which is necessary to qualify them for such jobs.

Under title II, the Secretary of Labor will have the authority to test and select individuals for training. This is the heart of the bill—its most important part. Wise and careful selection can insure the success of the program. On the other hand, careless selection motivated by political or other extraneous considerations can spell failure and even worse the discrediting of the whole idea of retraining. It is here that the Goodell substitute contains its most important provisions. Under the provisions of the substitute, the Secretary of Labor is given very specific guidelines and criteria which he must follow when making his selection. For example, priority shall be given to unemployed individuals, and before a person is selected there must be a reasonable expectation of employment in the occupation for which he is trained or the Secretary has received assurance from the individual that he is willing to accept employment outside his area of residence. Also, there will be no referrals for training which takes less than 2 weeks unless there is an immediate job opportunity. Finally, if the trainee does not attend or progress satisfactorily he shall be dropped from the program.

We want to make it clear that this is not a gimmick to get people off the street—a meaningless make-work project. This is and must be a meaningful training program with a job waiting for the trainee once he successfully completes the course of training.

The training allowance provision contained in this section is also very important and again the Goodell substitute provides a number of essential safeguards. Training allowances will be limited to unemployed heads of families who have had at least 3 years' employment experience. It is not intended that this be in the form of a gratuity or spending money for professional trainees. Rather, it is intended to provide the means whereby a man can feed his family while he is being trained for a job which he would not otherwise be able to obtain. However, no training allowance can be paid to an individual who is taking a training course of less than 6 days' duration. The incentive for a

quickie course must be an immediate job opportunity.

Finally, a training allowance cannot be paid to an individual for a year after he has received a training allowance under this act or any other Federal act. This, of course, is to discourage the professional trainee—the man who might be inclined or encouraged to go from one training program to another. This again emphasizes the point that this program is intended to train individuals for a specific job.

Title III establishes an on-the-job training program which will be administered by the Secretary of Labor. Training allowances may be given to supplement the pay which the trainee receives from his employer. In addition, classes provided by the Secretary of HEW may be utilized in the training. Again, the emphasis is on training for existing or soon to be existing jobs. An employer who is setting up a new plant or a new department in an old plant will be able to avail himself of this assistance. The trainees will be selected from the unemployed who have been tested and identified as having the requisite basic skill and ability by the Secretary of Labor.

Title IV, vocational training is placed under the jurisdiction of the Secretary of HEW. This is certainly appropriate and necessary for educational effort should be directed by the Secretary of HEW rather than the Secretary of Labor.

It is also provided that the Secretary of HEW shall utilize the States and the State's vocational education agencies.

Very quickly I would also like to mention two or three additional aspects of this bill which are most important.

The substitute provides that there will be matching by the States after 18 months. This is most important. Matching has always been an integral part of vocational training. It is absolutely essential that this important principle be incorporated at the outset. To do otherwise would be to unnecessarily federalize a program which should be carried on with the support and cooperation of the States.

It is also provided that the Secretary of Labor and the Secretary of HEW will report back to Congress once each year for the next 2 years. These reports are critical. This is a new program—we must follow it closely. In addition, there is much to be corrected in the present vocational education field. The Secretary of HEW is presently carrying forward a comprehensive survey. We must have the benefit of this survey as soon as it is completed. It is unfortunate but true, that the Assistant Secretary of HEW characterized the present system of vocational education as a hodgepodge when he was questioned by our committee. Hopefully, this can be corrected when the report and recommendations are received.

Finally, the substitute provides that training and placement under this program shall not be denied because of an individual's membership or nonmembership in a union. What could be more fair? Union membership or lack of

union membership should have absolutely nothing to do with an individual's selection. It is his need for training and ability to be trained for a particular job that is all important. Those who would object to this provision would be permitting the injection into this program of a completely irrelevant and extraneous matter. In fairness to all future trainees this should not be done.

I urge that the manpower training bill as amended by the Goodell substitute be adopted. It is an important and necessary step. Training and retraining of workers, although now very important, will become even more important in the near future. Federal participation should be under a bill of this type and not in a piecemeal and inefficient manner. Although the administration appears to be headed in the direction of fragmentizing the Federal effort, we in this body and with this legislation have an opportunity to get it started in the right direction. If we do this, it will then be possible to insist that future programs follow the guidelines which we have established and be a part of this one overall training program.

Mr. POWELL. Mr. Chairman, I yield to the distinguished author of this bill, the gentleman from Pennsylvania [Mr. HOLLAND], 15 minutes.

Mr. HOLLAND. Mr. Chairman, we have before us today the Manpower Development and Training Act, H.R. 8399, legislation we have found to be necessary if we are to get our unemployed back to work, our underemployed on a full-time workweek, our national economy on a healthy, stable basis, and our relief load reduced.

I must admit that this sounds like extremely broad coverage for one piece of legislation. However, our unemployment problem is so complex and interwoven with other segments of our society we found, as a result of our public hearings of the Subcommittee on Unemployment and the Impact of Automation, this approach is the most practical as well as the most plausible.

Automation, our subcommittee found, is indeed the promise of the future, but it is also the problem of today.

Automation will create millions of jobs during the years ahead, but in so doing, it is now—and will continue—to eliminate millions of jobs held by those in our work forces.

We know we must have automation if we want our economy to grow and prosper, if we want to have an effective Defense Establishment, if we want to accelerate our space program, if we want to compete on the world market, and if we want to remain a leader in world affairs.

We also realized, however, at the conclusion of our hearings, that we could not sit back any longer and watch our unemployment increase.

We found that during the fifties, with each succeeding recession, more people were unemployed, and with each recovery period which followed, the rate of structural, hard core, or long term, or call it what you will, unemployment continued to grow.

In fact, the Department of Labor's latest report, for January of this year on the unemployment situation, shows that hard-core unemployment was holding at 1.25 million, about the same as 1 year ago.

We also found that the United States is the first nation in the world where output or production continued to rise, while employment of production workers continued to decrease.

It was almost unanimously accepted, by those who appeared and testified, and those who submitted statements before our subcommittee, that the present high level of unemployment is the most pressing domestic problem facing the American economy.

That was almost a year ago, and since then we have seen a considerable upswing in our national economy—our gross national product—but our unemployment rate has not responded equally, for it has decreased but little—by only 1 percent.

During the hearings it was revealed that if we did not act quickly our rate of unemployment in 1962 would be between 5 and 6 percent. Unfortunately, this estimate seems to be apparently accurate.

Testimony from the Department of Labor disclosed that we could expect 1.8 million jobs a year to be eliminated even if our technological advancement and our expansion of automation were no more rapid than at the present rate.

As I said before, we know we must have technological advancement, but we also know that these advancements are responsible for the problems with which we are faced—socially and economically.

It was disclosed at our hearings that the Government has the responsibility to create conditions conducive to economic expansion. However, it has additional responsibilities.

Mr. Ralph Cordiner, chairman of the board of General Electric, put it this way:

If, in spite of the best planning we can do, some people are temporarily unemployed because of technological change. Both industry and Government have a recognized responsibility to help families through any such periods of transition.

Mr. Don G. Mitchell, vice chairman of the board of General Telephone & Electronic Corp., said:

It is the responsibility of the Government to anticipate and to identify those trends which will create chronic unemployment problems in the future, and it has the responsibility to participate in the solution of those problems once they occur.

Mr. Mitchell went on to say:

A number of possible solutions have been suggested, including a high-level Federal agency which would coordinate Federal activities and work closely with States and local governments.

There are some people who would insist that the Federal Government stay out of the picture. You and I know that is impossible, for there are certain aspects of the problem. Certain critically distressed areas, that will require the kind of massive support that only the Federal Government can provide.

Mr. Thomas J. Watson, Jr., president of the IBM Corp., in his testimony said:

The problem before us all is not whether to block technology. The problem is how to block unemployment. Perhaps the thing that confounds us about unemployment is our insistence on calling it a problem. How can we permit able-bodied men or women who want to work be a problem. America's unemployed, correctly handled, can provide a partial solution to the nation's real problem, that of learning to survive and triumph over communism.

We must try to solve the unemployment problem—

And I am still quoting Mr. Watson—by putting it in the setting of the nation's problems as a whole. In this way we can accept the challenge of unemployment and convert it, through reemployment, into a source of increased national power.

Admittedly, it is a tremendous undertaking which would have vast effects financial and otherwise, on our country. However, learning to survive and triumph in the modern world is an even vaster problem which will only be solved by realism and action of the very boldest sort.

Mr. Watson concluded:

I believe we are at war. As soon as all of us realize it, we can begin to use all our tools to win it. This is no time to debate whether such a plan will mean more governmental control of business and science. Of course it will * * * but * * * the stakes are too great to let this worry stand in our way.

The President's Advisory Committee on Labor-Management Policy, in its recent report to the President on the unemployment situation, said:

While employment has expanded in some industries, the net affect of rising output per worker—of the growing labor force—and of other factors—has been an increase in the volume of unemployment during the past few years, even as total employment has reached new heights. Proper retraining facilities, and a system of financial support for workers, while retraining, have been lacking.

The President's Advisory Committee on Labor-Management is composed of Government officials, representatives of labor, and leading industrialists, including Elliott V. Bell, chairman of the executive committee of the McGraw-Hill Publishing Co., Joseph L. Block, chairman of the board of Inland Steel Co., Richard S. Reynolds, Jr., president of Reynolds Metals Co., and Thomas J. Watson, Jr., president of IBM, whom I quoted earlier. The committee recommended:

Support from both public and private organizations for retraining of workers who have been—and will be—displaced.

Where it is not possible for the employer to reabsorb displaced workers, appropriately safeguarded public support, in the form of subsistence payments, should be available to industrial and agricultural workers who qualify for and engage in retraining.

Thus, their findings and recommendations concur with those of our subcommittee on unemployment and the impact of automation and the full committee on education and labor.

The Manpower Development and Training Act, H.R. 8399, we are now considering, is designed to provide training for our unemployed, and, in some cases, our underemployed, who, through no fault of their own have found that their skills are now obsolete. Why? Be-

cause of the expanding use of automation and other technological changes in our industries.

I would like to emphasize again a fact brought out by Mr. Watson, of IBM—this is a national problem. Every section of our Nation—if it has not already felt the impact of this development—can rest assured that eventually it will experience it.

I would also like to point out that this is a nonpartisan proposal, for when a machine, a computer, a data processor, or some other automatic device moves in, it replaces Democrat and Republican alike. It recognizes no party lines.

I am glad to tell you that this bill, H.R. 8399, was reported out of the Committee on Education and Labor by a vote of 24 to 3, indicating that the majority of committee members also felt this was a nonpartisan issue.

The able gentleman from Missouri [Mr. CURTIS] testified on behalf of this bill before the Rules Committee, as did our colleague from New York, the ranking minority member of our subcommittee [Mr. GOODELL].

Because our unemployment problem is nationwide we feel it is the duty of Congress to make every effort to find a solution.

This bill, we know, will not completely solve that problem, but we feel it is certainly a step in the right direction. A step we must take without further delay.

Our States or cities, alone, cannot provide the solution, nor can private corporations acting alone. However, with combined effort by States, counties, cities, private enterprise, and the assistance of the Federal Government, we can start on the road back to full employment and a healthy national economy.

I know that some people will say "we cannot afford this additional expense."

Let me point out to you, we cannot afford not to have this program

All of us know that automation and technological advancements will continue at an even more rapid rate in the years ahead. With each advancement, more jobs in certain categories are eliminated. Without additional training the future of these displaced workers point to only one place, our relief rolls.

We must remember one thing: Not only does the worker go on relief, but his family does also. His children do not receive, as a result of this situation, the necessary education or training to prepare them to work and live in our highly automated society of tomorrow, and, we may end up with them on our relief rolls permanently.

We must give these men and women who are raising families the opportunity to be retrained, reenter the work force, educated and support their families, become self-sustaining and active contributors to our national economy.

This legislation is an investment in the future. The ultimate returns received by the Nation will be boundless.

Let us look just a little further. I understand that we are going to be asked to help industry further modernize plant and equipment through tax legislation.

It must be realized that with each modernization and each improvement we will see more and more displaced workers, not only in the unskilled groups but also in the semiskilled group.

I do not want to be termed an "alarmist," but I would like to call your attention to the fact that if we keep losing taxpayers from the employment rolls and forcing them to become tax recipients on the relief rolls, who will pay their share of the cost of government? I mean the cost of city, county, State and Federal governments.

We know there are jobs available. However, they all call for more education or for more special training in specific skills than those now held by our unemployed.

With the passage of this legislation and the machinery available for our long-term unemployed to secure training our hard-core unemployment rate will be materially reduced.

Not only will our economy continue to grow, but our total unemployment will shrink and our relief rolls will decrease.

I ask your serious consideration of this legislation and your vote in favor of it.

Mr. ALBERT. Mr. Chairman, will the gentleman yield?

Mr. HOLLAND. I am glad to yield to the distinguished majority leader.

Mr. ALBERT. Mr. Chairman, first of all I desire to commend the gentleman from Pennsylvania upon the statement he has made. Secondly, I rise to pay personal testimony to the diligent effort the gentleman from Pennsylvania has put into this matter. Last August when this bill was reported from the Committee on Education and Labor the gentleman undertook to get it programed and advised that he would offer perfecting amendments when it reached the floor. He said he was going to continue his study and investigation of this matter. During all this time he was quick to give credit to other members of his subcommittee. For instance, he told me that the gentleman from New York [Mr. GOODELL] had important and what he thought were beneficial amendments.

Of the other members of the subcommittee some were interested in the farm provision, others in the youth training provision. The gentleman has pursued this matter vigorously, as has the subcommittee over which he presided; and I think it can well be said that this has been a bipartisan effort and that it has been a job well done.

Mr. MOORHEAD of Pennsylvania. Mr. Chairman, will the gentleman yield?

Mr. HOLLAND. I yield.

Mr. MOORHEAD of Pennsylvania. I would like to join with our distinguished majority leader in praise of the distinguished chairman of this subcommittee. Not only in Washington but also in Pittsburgh, I have seen the work he has done, his selfless devotion to duty, his intense interest in the problems of the unemployed not only of his district but of my district and of the unemployed across the country. The work he has done should be recognized by the Congress and by the entire country.

(Mr. MOORHEAD of Pennsylvania asked and was given permission to revise and extend his remarks.)

Mr. KEARNS. Mr. Chairman, I yield 5 minutes to the gentleman from New Jersey [Mr. FRELINGHUYSEN].

(Mr. FRELINGHUYSEN asked and was given permission to revise and extend his remarks.)

Mr. FRELINGHUYSEN. Mr. Chairman, I should like to speak briefly in support of the general principle represented by this bill. I might add that I was not a member of the subcommittee which was primarily responsible for drafting this legislation; but I was, of course, a member of the full committee which considered its various provisions.

I believe the Federal Government under certain conditions should share in the responsibility of training and retraining workers. Of real importance also is a clearer definition of the Federal Government's responsibility for evaluating the changes in the Nation's manpower needs, and for seeking solutions to the problems which technological developments may create. Only by foreseeing where future manpower needs will be most acute, and where such needs will be substantially decreased, can adequate allowances be made for the impact of these future needs.

Having said this much, Mr. Chairman, I must add that I have definite reservations about certain provisions of the bill before us, H.R. 8399. There has been considerable talk, but no definite commitments, about the possibility of a substitute being offered for the bill before us. It is my hope, and indeed it is my understanding, that such a substitute is going to be forthcoming. The chairman of the full committee recognized that there has been solid bipartisan support for the principle represented by this bill, and substantial changes were made when the full committee discussed it. Yet, I think as the bill now stands it has serious deficiencies.

I agree strongly with those who argue that we need to pass legislation which is carefully drawn, and which will not give unnecessary or unduly broad powers to those who will administer the law.

On this point I would like to pay my tribute to the gentleman from New York [Mr. GOODELL], who has sent out a letter expressing some of his reservations about this bill. He has, in my opinion, done more than anyone—certainly on our side—to develop a reasonable basis for agreement.

It is my hope his bill, H.R. 10363, introduced on February 22, will form the basis for a compromise on which both sides will agree. I have never heard to the contrary, and I can only assume we are moving harmoniously toward that end.

I should like to point out one fact which disturbs me considerably. Admittedly this fact will be obvious to those who have given this question close attention, but I consider it of real importance. This bill now before us is only one of a number of measures, several of which have been enacted already, which deal with manpower training. Under the Area Redevelopment

Act, for example, the Secretary of Labor is given considerable authority to make surveys of employment needs in the so-called distressed areas. He also is authorized to establish training programs in such areas, under section 16 of the act.

Training for young people is a major feature of the so-called Youth Employment Opportunities Act, H.R. 8354, approved last year by our Committee. Titles I and II of this bill provide for elaborate make-work programs, under the guise of on-the-job training. Title III would establish a so-called Youth Conservation Corps reminiscent of the Civilian Conservation Corps of the days of the depression.

In my opinion, Mr. Chairman, the provisions of the bill which we are considering which concerns the selection of trainees needs to be revised. I refer to section 202. It would be desirable to amend this section so as to make special provision for the training of our young people.

It should be pointed out that some 3.8 million persons during the year ending June 30, 1960, actually received training under existing Federal-State vocational education program. Included in this group were some 139,000 apprentices, 101,000 skilled technicians and 40,000 practical nurses. Any new Federal training programs, it should be evident, need to be carefully scrutinized if we are to avoid overlapping and duplication.

It should also be pointed out, Mr. Chairman, that President Kennedy has indicated that his proposed changes in this country's trade policies will necessitate some retraining of domestic workers. In his state of the Union message he proposed "appropriate and tested forms of assistance to firms and employees adjusting to import competition."

In his special message on trade Mr. Kennedy proposed what he described as trade adjustment assistance. He suggested that workers adversely affected by increased imports be given readjustment allowances and be encouraged to take vocational and training programs to develop higher and different skills.

I mention these instances, Mr. Chairman, to demonstrate that these training programs, while useful, need to be watched most carefully. Without some kind of direction, these programs may multiply alarmingly. There may well be unnecessary and undesirable overlapping and duplication.

In my opinion, one of the main reasons for passing a bill of this sort is to provide one point where Federal activities in the training field can be centralized. It would not be unreasonable to gather in one place what is already being done as well as what may be authorized in the future. For example, if training is considered necessary to aid workers adversely affected by increased imports, it might well be handled by the program which we now are proposing to authorize.

Mr. POWELL. Mr. Chairman, I yield 10 minutes to the gentleman from West Virginia [Mr. BAILEY].

Mr. BAILEY. Mr. Chairman, if we are to meet the responsibilities with which

we as a nation are faced today, both at home and abroad, every resource we have will need to be exploited to the utmost. Of all our resources, manpower is the most vital, yet it is the one we perhaps use most poorly. This is an indulgence we can no longer afford.

The manpower development and training measure, H.R. 8399, is designed to develop our manpower resources more fully by improving the skills and adaptability of the Nation's workers. However, some question has been raised as to whether the manpower development and training proposals will do the job.

The job most certainly can be done by the programs contemplated. I say this on the basis of the Federal Government's experience in establishing training programs under the Area Redevelopment Act of 1961. As you know, this act provides, on a very small scale, for the type of training programs which would be available under the manpower development and training bill on a much broader scale.

This pioneering experience, although limited, has been excellent. It has provided us with invaluable experience. There is now solid evidence that the training programs contemplated can be conducted successfully and that some of our most stubborn problems of unemployment can be dealt with meaningfully through the use of carefully designed training programs.

During the relatively short period that the ARA training program has been underway, 28 States have submitted almost 100 training proposals, which would involve over 11,000 workers in 60 different occupations. In addition, there are training programs "in the mill" which will quickly exhaust all the available funds well before the end of the first year.

Forty-two programs with an enrollment of 5,500 have already been approved in 19 States.

Four such training programs are operating in West Virginia. They are in Clarksburg, my home city, Huntington, and in Grant and Mingo Counties. In the Clarksburg program, we are training aircraft riveters to be employed at a new Lockheed plant. It would have been impossible for us to obtain the plant if an adequate supply of skilled workers could not have been assured. One class has already been trained and workers are in the process of being hired; another class is in its third week, and a third class began yesterday. Altogether this program will furnish 225 employees for the new plant. Other skills for which training will be made available are auto mechanic, machinists, nurses aid, typists, and stenographers.

The first training programs approved under the ARA were in Huntington. This was a tribute to the former mayor, the Honorable David Francis, who has planned and long proposed such a comprehensive retraining program as is contemplated under the manpower development and training bill.

The Huntington program has been criticized from afar by those who know little or nothing about it. Mr. Francis, who is a coal operator, a Republican, and

a conservative, has flatly refuted the charges made by critics.

The Huntington project is a success.

One of the most encouraging aspects of the area redevelopment training program has been its success in getting to the "hard core" unemployed. Over one-half of the trainees selected for courses have been out of work for over 26 weeks. In fact, one-third have been continuously jobless for over a year. It is also significant that about 12 percent of the selectees were over 45 years of age. In short, what impresses me is the unemployed persons, both men and women, with different educational backgrounds, from different areas, of different ages, are willing to take training which will put them back on the job.

If this kind of experience is repeated on the scale embodied in the manpower development and training bill, we will have gone far in resolving one of our most intractable manpower problems.

Since I have referred, at some length, to the area redevelopment program, it might be well to point out some similarities and differences between the training features of that act and the manpower development and training bill.

While the operation of the training programs under the Area Redevelopment Act and the manpower development and training bill are similar in some respects, they are designed to serve different needs. The retraining of workers under the Area Redevelopment Act is but a small part of a much larger program aimed at the rehabilitation of economically distressed areas. In this context, the training program has several serious limitations.

First, it is, at best, a small pilot effort which can provide training for perhaps 20,000 individuals. Obviously, our training needs are far greater than this.

Second, training is limited to places which have been designated as "redevelopment areas." However, the need for training is almost universal.

Third, the maximum training time is 16 weeks. This restricts the kind of training which can be given.

On the other hand, the training provided for in the manpower development and training bill is not hampered by these limitations. It is designed specifically to provide a broad and coordinated program to help workers throughout the Nation adjust to technological changes and to provide the best match between jobs that are becoming available and the people available to fill them.

The number of persons that could be trained under the manpower development and training bill exceeds 150,000 the first year and 250,000 the second year. Unlike the Area Redevelopment Act, every State and area may participate. Instead of 16 weeks, training will be permitted for 52 weeks which will provide a much more adequate basis for skill development.

There are other differing aspects of the manpower development and training bill worth pointing up. The bill contemplates the upgrading and updating of the skills of some employed workers so that they may keep abreast of the rapidly changing needs of our industrial complex. The training costs

for these employed workers would be financed on a 50-50 State-matching basis. Of course, such persons would not receive training allowances. The manpower development and training bill also requires that States maintain their existing levels of vocational training from their own funds.

I mention these points of differences between the two bills to emphasize that the existence of the every modest training program under the Area Redevelopment Act in no way mitigates the need for the broad overall attack upon the Nation's need for manpower training embodied in the manpower development and training measure.

In its broadest sense, the manpower development and training bill proposes to demonstrate that a free society faced with a great outpouring of youth into its labor markets, increased needs for trained manpower, a changing technology, and a growing number of persistently unemployed workers, can maximize the use of its human resources.

I include here a list of the different kinds of occupations, 30 in all, for which workers are training under approved Area Redevelopment Act training programs:

1. Aluminum sash and door maker.
2. Automobile mechanic.
3. Automatic transmission specialist.
4. Chemical operator.
5. Draftsman.
6. Electrician, ship.
7. Electronic assembler.
8. Electronic mechanic.
9. Farm mechanic.
10. Machine tool operator.
11. Maintenance mechanic.
12. Millman, woodworking.
13. Nurse aide.
14. Radio and TV service and repairman.
15. Riveter, aircraft.
16. Route salesman.
17. Sewing machine operator.
18. Sheet metal machine operator.
19. Small appliance repairman.
20. Stenographer.
21. Tractor operator.
22. Typist.
23. Waiter and waitress.
24. Ward attendant.
25. Welder, combination.
26. Dry cleaner.
27. Presser-machine.
28. Spotter-general.
29. Presser-hand.
30. Boot and shoe worker.

Mr. Chairman, I would like at this time to include as a part of my remarks a letter from Mr. David L. Francis and an editorial from the Wall Street Journal:

PRINCESS COALS, INC.,
January 27, 1962.

Mr. DONALD I. ROGERS,
New York Herald Tribune,
New York, N.Y.

DEAR MR. ROGERS: My good friend, Arthur H. Motley, of Parade Publications, has sent me your editorial "Lollipop Flop," which appeared in the Herald Tribune on January 18. This had already been brought to my attention as a NAM editorial. Whether you secured your information from them or vice versa, or whether you write for both I do not know. Quoted below is my reply to Mr. Motley:

"Now as to the editorial by Donald I. Rogers entitled 'Lollipop Flop.' This is indeed an unfortunate article because it is completely untrue. The program will be a success, has been to date, and at the end of this

fiscal year it will have graduated the 325 students that the appropriations were set up for. It is anticipated that the great majority of these retrained unemployed persons will get gainful employment and we will learn a great deal about many facets of the program. Incidentally, the Ford Foundation approved a grant of \$150,000 to study this whole problem and will set up in Huntington as its headquarters. The results of their study will be of real help across the Nation. We have much to learn and many knotty problems to solve. Articles like Editor Rogers' are a real tragedy."

I am always quite reluctant to be critical of someone whom I have never met and whose source of information is not known to me. However, your editorial is loaded with half-truths and untruths and is indeed harmful. It is regrettable that a paper of such a high reputation for editorial comment as the Herald Tribune would allow this to go out without doublechecking.

I wonder if you bothered to call or make any check with anyone in the Huntington area.

Let me give you some of the true facts.

The Federal Government allocated, through ARA, to the local public school system \$135,000 to run the pilot project in Huntington—not \$15,000 as you indicate.

The program is not a total flop as you state. There is every indication that the 326 newly trained workers will be graduated from their courses by the June 30 date and a good portion of them will flow back into the workstream with gainful employment. The courses were limited in this instance to a select group that had been checked out in this area as having the best chance of supplying employment. Courses were limited to this local area supply. If outmigration had been contemplated the courses could have been broadened.

The State employment office did hire nine additional people to get the organization procedure set up. They did not cut back to four because of lack of demand. This had been anticipated all the time.

Some 2,000 inquiries have been received by the office and out of this number 750 were given aptitude tests. Many had already taken aptitude tests prior to this program, therefore a large number were eligible for further consultation. I don't know where you got your figures at the bottom of the first column and at the top of the second column of your editorial, but they are in error.

No courses have been abandoned although you state that they have been. All courses are being carried on—sometimes a little behind schedule and in some instances such as automatic transmission repair—there is a demand for twice the number that are now being trained.

You indicate there is no interest in this program. Interest is growing and inquiries are coming in at the rate of 500 per month.

Considerable basic information will be learned from this program, although we certainly admit we don't have all the answers. Much research has to be done.

The thing that bothers me as much as anything else about your editorial is the fact that the Herald Tribune would publish an editorial with such a flippant, negative attitude with which you write regarding the effort to solve a serious problem in our Nation—the one of the unemployed. There was nothing constructive in your editorial. Many thinking people in this Nation are working hard to try and find a solution. What we are doing may not be exactly right and we know we will make mistakes, but at least we are trying.

May I respectfully suggest that you visit Huntington and see what we are doing, let a little of this rub off on you, and then we would like some constructive suggestions as to how you feel the unemployment problem can be cured.

I am enclosing for some background reading some information which I have issued, the most recent talk by Governor Barron on our youth problems and a summary of the C.E.D. report on this matter. I have quite a file of other information but do not wish to overburden you.

I have always considered an editor as somewhat of a judge, who before he makes his decision weighs both sides of the question and then carefully considers the evidence and makes his decision. Did you do this?

Yours very truly,

DAVID L. FRANCIS,
President.

[From the Wall Street Journal, Feb. 16, 1962]
JOB RETRAINING—FIRST AREAS TO TRY IT FIND IT PRODUCES BOTH PROBLEMS AND REWARDS—APTITUDE TEST IS TOO TOUGH FOR SOME, BUT OTHERS GET BOOKKEEPER, RIVETER JOBS—A BILL FOR \$655 MILLION

(By Phillip E. Norton)

HUNTINGTON, W. VA.—Mrs. Delores Creamens, crisply fresh in her newly starched white uniform, assists a wheelchair patient into a bed at Cabell-Huntington Hospital here and then moves on to her next chore as a nurse's aid. Less than 4 months ago, the trim, 26-year-old brunette was a jobless welder, one of this Mountain State's 64,200 unemployed.

Mrs. Creamens is only one of scores of previously unemployed individuals now at work in new fields for which they have been trained under provisions of the Federal Government's 1961 Area Redevelopment Act. Under this act, the Government offers aid to areas of high unemployment so that jobless persons who qualify can learn new and needed skills. Not yet a year old, the program already has enrolled 4,400 jobless persons; Federal officials expect the figure to reach 15,000 by June 30.

The progress—and many problems—of this embryonic venture are of more than passing significance. For one thing, the Kennedy administration is so enthused about the retraining concept it is striving to broaden the program—at a considerable increase in cost to taxpayers. Moreover, the lessons learned here and in other communities where the program is meeting its first tests may be of interest and value to high-unemployment areas which have not adopted the program or put it into effect at this time.

NOT A CURE-ALL

No one claims that job retraining will wipe out unemployment. Last month, joblessness in the United States fell below 6 percent of the labor force for the first time in 16 months. But some authorities on unemployment believe retraining is a promising means of attacking long-term unemployment in areas where industry has moved out or folded up and the unemployed have been unable or unwilling to move to more prosperous areas. Such an area is that around Huntington, where unemployment is running 8.7 percent of the labor force as a result of dwindling employment in coal mining countries to the south and of the departure of a number of businesses. Since 1955, the area has lost 28 industrial plants with about 4,000 employees.

It is much too early to pass final judgment on the merits of retraining, but so far Federal, State, and local officials appear pleased with results. "From where we sit, the program is definitely meeting a need and moving along nicely," comments an official of the Area Redevelopment Administration in Washington. Secretary of Labor Goldberg has called the program an "unqualified success."

The program is encountering some unexpected problems, however. Among the difficulties: Reluctance on the part of many jobless persons to train for new skills, the in-

ability to retrain many individuals who need the jobs the most, and the problem of finding jobs for some of those who have been retrained.

The program has been approved by the ARA for 35 communities in 14 States from Rhode Island to Montana. ARA officials report they have applications from another 100 communities. The first three areas to set up programs—Huntington, Ansonia, Conn., and Providence-Pawtucket, R.I.—have enrolled 342 jobless persons for retraining and expect to train a total of 703 individuals by July 30.

AN OPTION ON PAYMENTS

Currently, applicants who qualify are trained from 2 to 16 weeks in one of 30 skills, ranging from waitress to machinist. Some \$4 million has been provided in the current Federal fiscal year to conduct this training and another \$10 million has been appropriated to pay trainees weekly allotments equal to the average weekly unemployment compensation payment in the State in which the trainee resides. A trainee has the option of receiving this payment or of receiving unemployment benefits if he is eligible.

The Kennedy administration is backing a 4-year program that would provide \$655 million to train 1 million persons displaced from their jobs by automation, foreign competition, industrial relocation and other causes. Such a bill already has been passed by the Senate and chances appear good for early action on a similar but more modest House bill calling for a 2-year, \$300 million program. Both measures provide for a maximum of 52 weeks of payments instead of the present limit of 16. Unlike the present program, in which the Federal Government is footing the entire bill, States would put up matching funds under the proposed legislation.

The aim of retraining is to reduce the numbers of the so-called hard core jobless—that is, those persons who have been out of work 1 year or more. The Labor Department estimates this hard core averaged about 800,000 persons last year, the most in over 20 years. Backers of the Federal program argue such unemployment is too large to be attacked effectively on the State or local level alone. Critics of the program contend it avoids coming to grips with the causes of unemployment and they doubt its chances of success in easing the problem.

THE HUNTINGTON PROGRAM

For an idea of how retraining works on the local level, take a look at the operation here in Huntington, the first community to receive authority to start a program. People in economically ailing Wayne and Cabell Counties were quick to respond when Congress enacted the retraining bill. Civic leaders set up an area economic development plan and won State approval for their proposed plan, as required by Federal law.

Included in Huntington's application for a retraining appropriation was a list of skills needed in the region; the list was compiled after a survey had been made of local businesses. The Huntington plan won Federal sanction last October and \$135,000 was allotted to put it into effect.

Since then, local school and State employment officials have banded together under the supervision of the ARA to set up a training program in Huntington East High Trade School and in two local hospitals.

DISAPPOINTMENT OVER RESPONSE

Huntington officials concede they were disappointed with the initial response to the program. Post cards were sent out to 1,015 of the long-term unemployed, informing them of the retraining project. But only 640 appeared for aptitude tests and, of these, only 240 qualified for training.

Some local officials believe the reasons the response was not greater was that the cards were sent out not long before Christmas and that a good number of the recipients may have found temporary work for the holiday season. Other officials say many of the long-time unemployed simply stick to a dream that they will get their old jobs back someday. Snaps D. W. Fox, Jr., coordinator of the East High Trade School: "Some of our unemployed are just going to have to face facts and change their vocations in order to get jobs."

Officials in Providence, wanting to be sure they had people ready to start training when they won approval for their program, lined up 178 jobless persons as early as last September. But by the time the program was finally approved in November, nearly all of these candidates had found other work or part-time holiday employment and only nine were ready to begin training.

One major problem, according to retraining supervisors, is that poor education renders roughly half the long-term unemployed unsuitable for retraining. "I think the general aptitude test we give here frustrates some of those taking the test," says an examiner here in Huntington. "If too many people do badly on the test, then they'll tell others that it's a hard test and we may lose candidates."

TEST IS DIFFICULT

Alexander Osedach, manager of the employment office in Ansonia, fears the program there may run short of candidates because of the level of education required to pass the aptitude test. He recalls that of 83 candidates who took an aptitude test for a basic machine shop course, only 25 passed. The test is a "comparatively difficult" one which requires 2 years of high school and some understanding of algebra, Mr. Osedach says.

By far the toughest problem confronting retraining officials in Huntington is the placement of graduates. Last fall, when Huntington officials surveyed employers to determine what skills were needed locally, they discovered there was a demand for nurses' aids. As a result, the local employment office and school leaders set up three 4-week training courses for nurses' aids. Since December 23, the program has turned out 43 graduates. The jobs that appeared to be available last fall, however, have been snatched up by others in the meantime. Only 10 of the graduates have been placed so far.

"I think we should have spaced the three nurses' aid classes out over a longer period to allow need for their services to grow," declares Thomas Mitsosyanis, a Huntington employment office official. "However, this was the first time we ever had such a program and we could not foresee this problem."

ARE COURSES EXTENSIVE ENOUGH?

Some employment office people, while supporting the retraining concept, question whether the courses now being given are extensive enough. "I don't think training courses of 2- to 4-week duration are sufficient to prepare a person for a skill," declares Mrs. Alice K. Walsh, assistant director of replacement in Providence. Adds Oscar Duff, a West Virginia State employment official: "The act provides subsistence payments for only 16 weeks of training. What can you do in this time? If you did lengthen the training period to more than 16 weeks, I think many people would stop attending when the money stopped coming in."

Despite the problems involved, many employment office officials still are enthusiastic about the possibility of reducing unemployment through retraining.

Ansonia's Mr. Osedach says his office has placed all 16 men who recently were graduated from a machinery course and has received word "from 5 major employers that they can absorb the 27 retrainees who are

halfway through the second course." Providence's Mrs. Walsh reports that a local bank has offered to supply calculating machines for a retraining course in bookkeeping and to hire graduates of the course.

West Virginia officials have found that job retraining can have some surprising but not unwelcome side effects. One lever used in luring Lockheed Aircraft Corp. to Clarksburg last year, they report, was the availability of a State-sponsored retraining program geared to retrain the jobless as aircraft riveters. West Virginia's Mr. Duff says all 21 trainees nearing the end of the first course in riveting will be hired by Lockheed if they pass the physical exam. And, he adds, employment officials plan to train 75 more riveters for Lockheed by June 30.

(Mr. BAILEY asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I yield myself 10 minutes.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I rise in support of manpower training legislation. As the ranking member of the subcommittee that wrote this bill I wish to state that I think this bill we brought out of the committee is a promising beginning. It is my understanding that there will be presented a substitute, with bipartisan support, which embodies completely my bill, H.R. 10363. I emphasize that it includes, word for word, every single provision in that bill. Under these circumstances I am particularly pleased, because I offered these amendments; there was a total of 28 or 29 that I offered in subcommittee. About half of them were approved in subcommittee and the other half were rejected. Now that other half is being accepted in the form of a substitute. Under those circumstances I feel we are writing effective legislation.

I offered those amendments primarily to narrow our efforts and focus them on the places of most critical need and to prevent waste in this program.

I would emphasize, in answer to some of the comments that have been made here earlier that I certainly do not think training legislation is the full answer to our unemployment problem. It is a beginning. We are not going to spend money on any people who do not accept training, who do not make a sincere effort to utilize their abilities and develop new skills. If 10 percent of the unemployed in an area accept training, those are the ones we are going to spend money on. If 90 percent reject the training, we shall spend no money on them. They will remain on the unemployment rolls and the welfare rolls. So the 10 percent is a bonus. It is money spent well to put those 10 percent back into the productive stream of our economy.

I do not endorse the view that automation is a major cause of unemployment. I do not believe the facts will indicate that we should panic about the effects of automation. Most of its results are beneficial to mankind. Automation increases productivity and in my opinion when you increase productivity you ultimately increase employment.

Historically this has been true in our economy.

No substantial expert has come before our committee and argued against technological progress and automation. We are simply striving to adapt humanely to the needs of fast change in our economy.

The statement was made earlier that we would have no one to train under these programs. I have before me a small example of some of the skills for which training would be useful. And when we go back into the House I shall place this in the RECORD as part of my remarks. But broken down, to give you an example of the type of things we can do, in an 8- to 20-weeks training period, we could train workers to be bookkeeping machine operators, key punch operators, clerk-typists, nurses' aids, welders, sewing machine operators, electronic assemblers, fabricators of plastics, and so forth.

In a 21- to 52-week training time we go all the way from medical record librarians and psychiatric social workers through X-rays technicians, surveyors, fertilizer technicians, and so forth. This is a long, long list and to anyone who is interested I should be glad to make it available for him to see at the desk. It is also included in the RECORD at this point:

Examples of skills for which training will be useful

I. 8 TO 20 WEEKS' TRAINING TIME

DOT Code	Title
1-02-----	Bookkeeping machine operator.
1-25-----	Key-punch operator.
	Tabulating machine operator.
	Calculating machine operator.
1-37-----	Clerk-typist.
1-75-----	Salesperson (specialty).
2-42-----	Nurse aid.
4-85-----	Welder, inert gas.
6-27-----	Sewing machine operator.
6-98-----	Electronic assemblers.
7-10-----	Fabricator, plastics.
7-57-----	Presser.
	Silk finisher.
	Laundry worker.

II. 21 TO 52 WEEKS' TRAINING TIME

DOT Code	Title
*0-01-----	Accountant.
*0-06-----	Technical writer.
*0-23-----	Librarian.
(*) -----	Medical record librarian.
*0-27-----	Psychiatric social worker.
(*) -----	Group worker.
(*) -----	Caseworker.
*0-32-----	Teacher, elementary.
(*) -----	Teacher, secondary.
(*) -----	Physical therapist.
(*) -----	Occupational therapist.
*0-33-----	Nurse, general duty.
(*) -----	Nurse, psychiatric.
(*) -----	Nurse, anesthetist.
*0-36-----	Statistician.
*0-39-----	Dietitian.
0-43-----	Display man.
0-44-----	Technical illustrator.
0-48-----	Draftsman.
	Detailer.
0-50-----	Dental hygienist.
	Dental technician.
	Laboratory technician (food procurement, chemical, metallurgy).
	Medical technician.
	X-ray technician.
0-52-----	Licensed vocational nurse.
0-64-----	Surveyor.
0-68-----	Fertilizer technician.

Examples of skills for which training will be useful—Continued

II. 21 TO 52 WEEKS' TRAINING TIME—CON.

DOT Code	Title
0-68-----	Insecticide technician.
*0-69-----	Programer.
(*) -----	Systems engineer.
0-71-----	Manager, restaurant.
0-74-----	Buyer trainee.
1-01-----	Bookkeeper, full charge.
1-20-----	Librarian assistant.
1-25-----	Console operator.
1-32-----	Medical assistant.
	Dental assistant.
1-33-----	Secretary.
	Medical secretary.
	Legal secretary.
1-37-----	Stenographer.
	Court reporter.
*1-65-----	Salesman, stocks and bonds.
2-32-----	Beauty operator.
2-26-----	Cook.
2-66-----	Law enforcement officer.
3-35-----	Farm equipment mechanic.
	Farm equipment operator.
4-25-----	Tailor.
4-78-----	Machinist.
	Tool-and-die maker.
	Inspector, machine shop.
	Shaper operator.
	Boring-mill operator.
	Jig-boring machine operator.
4, 6-78-----	Engine-lathe operator.
	Turret-lathe operator.
	Milling-machine operator.
	Cylindrical grinder.
	Surface grinder.
6-78-----	Drill-press operator.
	Radial drill-press operator.
	Screw-machine operator.
	Automatic-screw-machine operator.
6-98-----	Universal-winding-machine operator.
5-17-----	Modelmaker.
5-57-----	Spotter.
	Drycleaner.
5-80-----	Airframe and powerplant mechanic.
5-81-----	Auto mechanic.
	Foreign car.
	Automatic transmission.
	Body-and-fender repairman.
5-83-----	Electronics technician.
	Electronics tube technician.
	Computer technician.
	Electrical appliance serviceman.
	Refrigeration mechanic.
	Air-conditioning mechanic.
	Office-machine serviceman.
	Radio and TV repairman.
7-99-----	Plumber apprentice.
	Sheet metal worker apprentice.

Items marked with an asterisk are occupations which require an academic background or degree such as B.A., B.S., A.A., R.N., as a prerequisite for training within the period indicated.

Perhaps the greatest need for retraining is for upgrading the skills of unemployed workers to enable them to compete for jobs in their present occupation. This problem is common among engineers, machinists and machine operators, typists, stenographers, secretaries, and maintenance mechanics.

There is also widespread need for training to upgrade the skills of employed workers, especially in the professional, technical, managerial, and skilled categories. Needed training includes the following subjects, most of them requiring in excess of 21 weeks training time: Blueprint reading, schematics reading, advanced mathematics, shop mathematics, technical communications, report and manual writing, speed reading, salesmanship, systems analysis, contract administration, human factors engineering, per-

sonnel and industrial relations subjects, statistical data analysis, and quality control.

There is a long, long list, much longer than will permit its inclusion here, which I would be glad to make available to anyone who is interested. It is by no means a complete list. My amendments were designed to prevent the types of things which were discussed here earlier as to abuses, putting people on training allowance to train them to be waitresses or dishwashers or chambermaids. One of my amendments would prevent any training allowance to a person who is trained for less than 6 days. This will eliminate in itself most of the very small minor skills for which some person might get a day or two of training. They can be trained, but will receive no training allowance. For anybody who is trained for less than 2 weeks under my amendment there must be an immediate job vacancy available. It is my opinion if you are training a person for less than 2 weeks' time you should know a job vacancy is there and will be there at the end of 2 weeks. Under my substitute bill there will be a training allowance paid only to unemployed—not to employed or underemployed or prospectively unemployed but only to unemployed, heads of families. In other words, the ones who are in most critical need and who have held jobs for at least 3 years will receive the help. This will prevent giving this aid to young people who have quit school in order perhaps to qualify for training allowances or for some kind of training.

Mr. LANDRUM. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I am delighted to yield to my colleague.

Mr. LANDRUM. In view of the statement just made by the gentleman from New York I would ask how his amendments would permit payment to people selected under this act under the provision on page 8 of the substitute, which I understand will be offered, which reads thusly:

Workers in farm families with less than \$1,200 net family income shall be considered unemployed for the purposes of this Act.

Now how are you going to provide for the payment of training allowances to a worker from that farm family?

Mr. GOODELL. The training allowance would be paid to him when he accepted a program of training for a specific skill, provided he was a head of family. If his training was for less than 6 days he would get no training allowance.

Mr. LANDRUM. You have just stated that no training allowance would be paid to one who had not held a job for at least 3 years. Must this farm family show that they had not had income of more than \$1,200 for a period of 3 years?

Mr. GOODELL. No. He must show, to qualify for this aid, that he has held a job for 3 years in his lifetime.

Mr. LANDRUM. That is, if he has been a farmer, 3 of the years of his life, whether they were consecutive or not—or interspersed with great periods of employment in something else, he would still qualify under this bill?

Mr. GOODELL. That is correct. My amendment is designed merely to prevent aid to any young people who are quitting school and then going into a training program to be paid for it. They not only must have worked for 3 years, but they also must be heads of families and unemployed.

Mr. LANDRUM. In view of the last statement which the gentleman has made, referring to page 7 of what I understand will be the substitute to be offered by the gentleman we find that the Secretary of Labor whenever appropriate shall provide a special program for the testing and counseling of youth 16 years or older for selection of these youths for whom occupational training under this act is indicated. How are they going to qualify for on-the-job training when obviously they cannot have held a job for 3 years prior to that?

Mr. GOODELL. The young people who do not qualify as heads of families with 3 years of work and being unemployed will qualify for training but not for training allowances. We set up a special program for testing and counseling of these young people but they will get no training allowances from the Federal Government.

Mr. LANDRUM. Are you by this provision encouraging the 16-year-olds to abandon their high school training program?

Mr. GOODELL. I think this amendment prevents that. That is my intent in presenting the substitute.

Mr. LANDRUM. Are you encouraging the 16-year-old to abandon the opportunity to go to the area vocational schools that are being established in many of our States?

Mr. GOODELL. He may go to the vocational school exactly the way he is going now but he will not be paid a training allowance for doing so.

Mr. LANDRUM. That is the point I want to get at. In order to go to the vocational school he has to go there under the requirements and prerequisites set up by the Secretary of Labor. Is that not correct? That is what you are saying.

Mr. GOODELL. You have raised another point which I will cover at this stage because it is a very excellent point.

The CHAIRMAN. The gentleman has consumed 10 minutes.

Mr. GOODELL. Mr. Chairman, I yield myself 5 additional minutes.

To a considerable degree the original administration bill confused the authority of the Secretary of Health, Education, and Welfare and the Secretary of Labor. In subcommittee a number of my amendments were accepted which I believe clarified this point completely. The original bill had a tendency to put our vocational schools under the Labor Secretary. We did not want that. We want them segregated completely, if I may use that word.

Mr. LANDRUM. That is a good word.

Mr. GOODELL. We will not get into that because I am afraid we have a little disagreement there. We want this separated, may I say, so that the vocational system would continue to be run by the local and State governments and

HEW; and, therefore, we provided that 19 percent of the money would come from the Federal Government, 40 percent from the local government, and 35 percent from the State government. It is primarily a State and local program. We provide Federal aid to take up part of the burden. We specifically deny the Secretary of Labor the authority to move over into that program and start trying to take it over. I believe we do that effectively.

Mr. LANDRUM. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield.

Mr. LANDRUM. I cannot agree with that statement just made by the gentleman in view of the provisions of section 202 headed "Selection of Trainees." This states specifically that the Secretary of Labor, not the Secretary of Health, Education, and Welfare, the Secretary of Labor shall provide a special program for testing and counseling of youth 16 years of age or older, and for the selection of those youths for whom occupational training under this act is to be given. You specifically give the authority to the Secretary of Labor to select those youths.

Mr. GOODELL. Absolutely.

Mr. LANDRUM. And refer them to the Secretary of Health, Education, and Welfare.

Mr. GOODELL. Absolutely.

Mr. LANDRUM. The Secretary of Health, Education, and Welfare will have the direction of the educational agency, the counseling and guidance of the public school program and State school program which presently do that. Why do you want to remove it from them and let the Secretary of Labor get his fingers into the pie?

Mr. GOODELL. I will tell you precisely why we want to do it; and let me make this point: Selection, counseling, and referral of these unemployed prospective trainees is done by your local employment offices, by State employment offices, and the U.S. Employment Service under the jurisdiction of the Secretary of Labor. The Secretary of Labor is going to make this decision through those offices as to selecting, and testing, and referral. That is where the Secretary of Labor's authority ends. After the Secretary refers them, the local, State, and HEW vocational system provides the training, they control this training and the schooling. That is where we want to keep it.

Mr. LANDRUM. Mr. Chairman, will the gentleman yield further?

Mr. GOODELL. I shall be delighted to.

Mr. LANDRUM. So you confirm my previous suggestion that the only way you are going to get these youths into the vocational training program after the adoption of this bill is after the Secretary of Labor has tested them, counseled them, looked them over, sized them up for the qualities he wants, and then refers them himself.

Mr. GOODELL. He may enter vocational school without any reference to employment offices or the Secretary of Labor. But the only way he will qualify for a training allowance is if he goes

through the orderly procedures of the employment offices. A good example of the need for such a procedure is that many of these vocational schools are teaching obsolescent trades where, had they consulted the employment offices, the employment offices could have told them the skills in which there were shortages and they could train people accordingly; under the substitute, there would be some coordinated effort.

Mr. LANDRUM. It seems to me that could be done under the Smith-Hughes Act, the National Defense Vocational Training Act, and others.

Mr. GOODELL. If I may say, the only agency that is capable of dealing with this unemployment problem properly and doing the testing and counseling is your local employment office which is under the jurisdiction of the States and the Department of Labor.

Mr. LANDRUM. Who is to determine the unemployment problem? Who is to determine the skill necessary? You are here giving the Secretary of Labor authority to select the trainee and to select him at a high school age level.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. GOODELL. Mr. Chairman, I yield myself 5 additional minutes.

Mr. ALBERT. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Oklahoma.

Mr. ALBERT. Somebody has to decide whether the youth or other unemployed person is going to be sent to an occupational school or on-the-job training. You have to have some concentration of responsibility in the matter of selection and referral but after the individual goes on the job or goes into that school, does not that institution and whoever in the Federal or State Governments, or whoever has jurisdiction, continue to have jurisdiction over the training?

Mr. GOODELL. That is true. We have a specific provision in here requiring HEW through the school to notify the local employment office if the student is not performing satisfactorily or attending satisfactorily. It is then entirely in the discretion of the HEW and the local vocational school system, as to whether the trainee is training satisfactorily. If they notify the Secretary of Labor that he is not, then he is cut off from the training allowance.

Mr. LANDRUM. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Georgia.

Mr. LANDRUM. In view of what has just been said about the Secretary of Labor having no more authority after the selections are made, I read section 303 of the proposed substitute, and it is in the pending bill too:

The Secretary of Labor shall make appropriate provision for continuous supervision of the on-the-job training programs conducted under this title to insure the quality of the training provided and the adequacy of the various programs.

Mr. GOODELL. The gentleman in his very meticulous and intelligent way has skipped to another section dealing with

on-the-job training not vocational training. The Secretary of Labor now has jurisdiction and we are giving the Secretary of Labor continued jurisdiction over on-the-job training in the plants. That is no change over present law.

Mr. CURTIS of Missouri. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Missouri.

Mr. CURTIS of Missouri. I simply want to call to the attention of the Members of the House, this is one of the key areas where there has been a collapse in this whole program in our society. There has been a fight on jurisdiction between the Department of Education and the Department of Labor. I want to commend the committee for grappling with this difficult problem, and also the gentleman from Georgia for bringing out the point that this is the area that the Congress must resolve. But we certainly do not want to continue this confused jurisdiction. The committee has done an excellent job of preserving jurisdiction in a very practical way and providing a responsibility for moving forward.

Mr. GOODELL. I thank the gentleman.

May I point out further, in the substitute there will be a matching provision. The State governments shall match Federal funds in the payment of these training allowances as quickly as possible. My bill makes it 18 months. The unemployment compensation fund will be protected under my bill, which is the substitute, by providing reimbursement for training under the unemployment system. Today in approximately 17 States a man who is unemployed and collecting unemployment insurance may take training and continue to collect his unemployment compensation. This provision will permit us to reimburse those State unemployment trust funds, paid for entirely by the employers, for the period that a man is undergoing training. I think this is fair because you are taking a man out of the job market when he goes into a training school. He is temporarily not available for suitable jobs, and he should not be charged to the employer. I am happy that provision has been accepted.

Mr. WAGGONNER. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Louisiana.

Mr. WAGGONNER. Section 203(f), page 11:

A person who receives training under this act shall not for 1 year be entitled to any training allowance.

That takes all discretion away from the man. If he refuses to take the training, he is sitting on the sidelines until he can get back to the Secretary of Labor.

Mr. GOODELL. That is very important. The greatest challenge made of this training allowance by conservatives, such as myself and others here, is that we might end up letting people stay on the unemployment rolls until their full eligibility had elapsed, then they could jump over and take up a training allowance.

This provision would give the local employment office some authority to deal with such a situation. A man who was deemed qualified for training and asked by the employment counselors to take up training and refused to do so, because he wanted to stay on the unemployment rolls until his eligibility was gone, would not be eligible for training for a year thereafter. It may be a harsh provision, but he is just ineligible, that is all.

Mr. WAGGONNER. What would happen if a man had been on the unemployment rolls and he had just one week of eligibility left?

Mr. GOODELL. In that circumstance, he would be eligible. If the long-term unemployed, particularly, are eligible for training and qualified, we want them to get the training and get them back in and start paying taxes instead of being on the unemployment or welfare rolls.

Mr. WAGGONNER. But the assumption is that the Secretary of Labor knows more about this than the man himself.

Mr. GOODELL. The unemployed man can refuse training. But he just will not get a training allowance for a year thereafter if he refuses it, and wants to sit around collecting unemployment compensation. I do not think he should be able to do that with impunity.

Mr. KYL. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Iowa.

Mr. KYL. The gentleman always speaks with such clarity. Suppose we have a rather small community and there are 25 people who want to be retrained in 25 different occupations, as you have listed them. Where are these people going to get their training?

Mr. GOODELL. We provide that they can be sent to the nearest place that provides this kind of facility. If they choose to go, they will go and we will help pay their transportation costs back and forth. One of my amendments would limit the total amount of this transportation allowance that may be granted to these people, but in small communities we anticipate they will have to go to the nearest facility, and if transportation is necessary, they will be paid that. If it is more economical for them to go and stay 5 days, in the nearest city for instance, to get this training, we will pay them subsistence while they are in the city.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Iowa.

Mr. GROSS. What is this business going to cost, and where is the money coming from to pay it?

Mr. GOODELL. The money is going to come from the Federal Government, \$262 million over a 2-year period. States will match Federal money after 18 months. I believe the history of training under the vocational rehabilitation program and under the vocational program generally has demonstrated that we will get back a major share of our

expenditures in terms of increased productivity and taxes collected from the individuals involved. Instead of them standing around stagnating, they will be working and they will pay their share of taxes and pay part of the load, and we want to help them do that.

Mr. GROSS. I wish I could share your optimism, but I do not.

Mr. GOODELL. I am sorry I cannot persuade my esteemed colleague from Iowa, but I do feel this very deeply. This has been, I may say to my colleagues on this side, a Republican approach. It is a solidly conservative approach, in my opinion, to the problem of unemployment, to help the people develop their own potential and get back into the working force. I do not want to try to solve this problem by wildly throwing a lot of Federal money into the economy, loading your employers with more cost so that they cannot expand their operations, create new jobs and improve their productivity. Nor should we do it by generally hamstringing the economy. This substitute bill, H.R. 10363, offered by me last week will help the employers to develop the skills of their workers, and they will be able to find the people they need in short skills more quickly because they will know where their supply is coming from. I, as much as anyone who has spoken here do not believe that we ought to shield our people or our economy completely from the facts of life, nor avoid the necessary purgings and shedding of inefficiencies in our economy. This substitute bill is a method of helping people help themselves by putting workers, who are laid off by reason of technological advancement, back to work productively, where they can carry their own load from there on. I want to express my commendation to the other side for accepting my substitute bill, H.R. 10363. My bill has 11 major differences from the committee bill. Those 11 changes were rejected in subcommittee when offered by me. I am glad the Democratic members of the committee are now accepting H.R. 10363, in toto. We will now have a bipartisan approach which I can accept wholeheartedly.

Mr. O'HARA of Michigan. Mr. Chairman, I yield such time as he may consume to the gentleman from Alabama [Mr. ELLIOTT].

(Mr. ELLIOTT asked and was given permission to revise and extend his remarks.)

Mr. ELLIOTT. Mr. Chairman, I support the bill, H.R. 8399, and particularly the inclusion of low-income farm people in the bill.

Mr. Chairman, it is a real pleasure for me to speak in favor of H.R. 8399, the Manpower Development and Training Act of 1962, which bill is now before the House. I have always been a firm supporter of, and a great believer in, more vocational education; more training for our citizens so that they can better compete for jobs in this age of technology and, thus, earn a better living for themselves and their families; more training so that industry will be encouraged to locate where there is a good supply of skilled employees; and more training so that our great country can grow and

increase its productivity and thus maintain its leadership in the free world. I am glad the Committee on Education and Labor placed the responsibility for formal training under this bill in the hands of our friends of vocational education, who have had 40 years of experience in educating and training people for the vocations.

In my State, vocational education has done fine things—it is conducted by fine teachers and fine administrators. The only trouble with vocational education in Alabama is that there is not nearly enough of it. We do not have enough money to get the equipment and to compete with industry for teachers to furnish sufficient up-to-date training to the many people who could use it, and who desperately want and need it.

There are some in this great body who might have doubts about the wisdom of a comprehensive nationwide program of vocational training. Let me assure them on this score. The backlog of training to be done is so great that they need have no fears if this program were three times the size now proposed by the administration. Let me assure them that between training our unemployed people of all ages and upgrading the skills of those who are now working, there will be no problem of spending the money both wisely and usefully.

The State of Alabama can well use the \$5 million provided by this bill in the next 2 years. One-third of this sum will be available for equipment, teachers' salaries and the other expenses of vocational education which as the Members of this body know has been supported by the Federal Government ever since 1917 when the Smith-Hughes Act was passed. The remainder of the funds will be available for providing allowances to tide over the unemployed person while he completes his training.

Mr. Chairman, I want to propose one amendment which I think will strengthen the bill. Alabama is an agricultural State. Many of its people are farmers who are not earning a good enough living. There are 79,724 rural farm families in my State whose total annual income is \$1,200 or less. Of these families, 4,110 live in my Seventh Congressional District. This is not just an Alabama problem. There are 1,624,505 such farm families in the United States today. But where the national figure represents 12 percent of the country's farm community, the figure for my district represents 27 percent and the Alabama figure indicates that a total of 23 percent, nearly one-third, or our farm families earn less than \$1,200.

These people are not unemployed the way a city dweller is when he has no job. But actually, this meager farm income is so small that the farmer's condition amounts to unemployment. Where the net family income is less than \$1,200, it is my view that such a person should be considered unemployed. The change which I propose will permit farm workers to prepare themselves for jobs in their local communities and thus supplement their farm income. The Senate-passed bill contains language so providing and I am told that such an amendment to this bill is ac-

ceptable to the administration and to the chairman of the subcommittee the gentleman from Pennsylvania [Mr. HOLLAND], who has worked so diligently and so worthily and so effectively on this bill.

I therefore propose the following amendment:

At the end of section 202(a), on line 10, page 7 of the bill add the following: "Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act."

Mr. O'HARA of Michigan. Mr. Chairman, I yield 10 minutes to the gentleman from Kentucky [Mr. PERKINS].

Mr. PERKINS. Mr. Chairman, the so-called Goodell bill, H.R. 10363, is primarily the original Holland bill, except that it does embody parts taken from the Senate bill, such as the priority provisions in that bill, which I personally feel will improve the Goodell proposal and the substitute to be offered by the gentleman from Pennsylvania [Mr. HOLLAND]. But, the gentleman from New York [Mr. GOODELL] also goes to the Youth Opportunities Act to take another provision, and that is on-the-job training for the youth.

Mr. Chairman, there are three titles in the Youth Opportunities Act. Title I provides for on-the-job training. Then there is the public service employment title, and the Youth Conservation Corps. It was our hope, of course, when we were studying the Youth Opportunities Act last year, and we felt at the time that we would get the Youth Opportunities Act to the floor prior to the retraining bill. But since the retraining bill has been brought to the floor first, naturally it makes good commonsense to put all of the retraining programs together.

Mr. Chairman, I hope I may be able to help clear up some way, somehow, where this question of authority should be lodged, and why it should be lodged in the Secretary of Labor. We have got to have a concentration of authority. We have more than 1 million youths today between the ages of 16 and 22 years who are unemployed, who are dropouts from high school, and from the grade schools. Many of these dropouts, these teenagers, that this bill provides for have dropped out of vocational educational schools. Would it not be ridiculous to try to require these youngsters to go right back to a place from which they had already dropped out?

It is natural that we have other provisions to take care of such youngsters, such as on-the-job training. We feel that good work can be done under this particular provision. Many of us remember the NYA days where hundreds and hundreds of thousands of youths between the ages of 17 to 22 were trained on the job and took their places in defense plants, having been trained as machinists, trained as stonemasons, welders, woodworking, and in many other trades.

Since the Department of Labor has the very definite responsibility, under this legislation, for determining manpower needs and the responsibility to screen, counsel, and select the people to be trained or retrained, they certainly should have the right to enter into con-

tracts with HEW in connection with retraining. I may say that during World War II the Manpower Commission at that time determined the skills needed and they selected the people and referred them to various industrial establishments for training, as well as to the public vocational schools of America. This is not any precedent in any sense of the word.

So I think the committee has acted wisely in placing this authority in the hands of the Secretary of Labor because not only the youngsters, but the people trained or retrained always visit those State employment offices to ascertain information about employment. These unemployed expect the employment offices to have the answers.

Mr. LANDRUM. Mr. Chairman, will the gentleman yield?

Mr. PERKINS. I yield.

Mr. LANDRUM. Am I to draw from the statement just made by the gentleman from Kentucky that he favors the incorporation of all the vocational training in this country under the Secretary of Labor?

Mr. PERKINS. No; and I did not state that. I do not believe that. I think the vocational training programs are working fine. We are not interfering with the vocational educational programs.

We are only following standard procedure in this legislation. For instance, under the GI retraining program, hundreds of thousands of veterans were referred to the vocational educational schools by the State approving officer for the Veterans' Administration. When the Governor failed to name an approving agency for the Veterans' Administration, the referral was made by the regional office of the Veterans' Administration.

There has been no mixup there. The Department of Health, Education, and Welfare agreed to this bill and agreed to all the provisions in this bill.

Mr. LANDRUM. Mr. Chairman, if the gentleman will yield further, you are creating new authority in the field of vocational education in the Secretary of Labor, authority that he has not had and that has heretofore been lodged in the Department of Health, Education, and Welfare.

Mr. PERKINS. There is no transfer of any authority. It just gives the Secretary of Labor the right to enter into contracts concerning training and retraining with the Department of Health, Education, and Welfare. That has been true with other agencies for many, many years, primarily during World War II and since.

Mr. Chairman, this is another point I would like to make: whether the people to be restrained really want this bill. I, for one, know that this is not a cure-all. In many areas in my section we need a public works program. In one of my counties we have some 12,000 unemployed. Some 3,100 of them today are drawing unemployment compensation. There are more than 3,000 exhaustions and some 6,000 of those, mostly miners, have not had employment for many years. But right across from Pike County, Ky., in Mingo County, W. Va., they

have a training program under the Area Redevelopment Administration—a county about half the population of Pike County—and they can only train 200 people in the trade school there, but they have 964 men who have come in and applied for training. And this is right across the river from the county that I am talking about. This clearly demonstrates the great demand for training.

Not many years ago 25,000 men in the district that I represent earned a living from the mining of coal—today that figure is down to 10,000 even though the amount of coal being mined is about the same. The 15,000 who watched machinery take their jobs have been fighting adversity. They do not have the skills which employers require. Most of them want work, but they look for work under a terrible handicap. The bill we are debating today offers some of them hope. It offers training to those of them who can get benefit from such training. It offers it to them in the form of courses which are considered likely to provide jobs, and it offers them this training with enough weekly financial aid so as to permit completion of the courses.

The bill's passage will be a great day for vocational training. It provides some funds for on-the-job training to the extent that employers will find it feasible. But the greater part of the training money will go to vocational training—the kind of shop work, the kind of experience on modern machinery which is available at Mayo Technical Trade Schools in Ashland, Hazard, and elsewhere in the Nation. The bill will thus provide vocational training at an increased scale, \$4½ million in Kentucky alone. As in other vocational training programs now supported by the Federal Government, this money will be expended for teachers' salaries, new equipment, the rental and renovation of buildings.

Mr. Chairman, I welcome the opportunity of speaking on behalf of a program which will mean so much to the people. I commend the administration for its leadership in bringing hope to our unemployed and in showing the way to a new era for vocational training.

Mr. GROSS. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] Seventy-six Members are present; not a quorum. The Clerk will call the roll.

The Clerk called the roll and the following Members failed to answer to their names:

[Roll No. 24]

Ashley	Harrison, Va.	Multer
Auchincloss	Harsha	Powell
Bennett, Mich.	Hébert	Rains
Bolling	Hoffman, Mich.	Saund
Broyhill	Kearns	Scherer
Buckley	Kitchin	Smith, Miss.
Clark	Kluczynski	Steed
Cooley	Lipscomb	Thomas
Davis, Tenn.	MacGregor	Thompson, La.
Dawson	Madden	Tupper
Fallon	Magnuson	Ullman
Fisher	May	Weaver
Gialmo	Morrison	

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. MAHON, Chairman of the Committee

of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 8399, and finding itself without a quorum, he had directed the roll to be called, when 394 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN. The gentleman from Kentucky [Mr. PERKINS] has 1 minute remaining.

Mr. SMITH of Iowa. Mr. Chairman, will the gentleman yield?

Mr. PERKINS. I yield to the gentleman.

Mr. SMITH of Iowa. Mr. Chairman, the gentleman indicated that only 200 out of 900 applicants under retraining under the depressed areas bill were receiving training in Kentucky. Will the gentleman explain why?

Mr. PERKINS. Certainly, the retraining program that I referred to was across the Tug River from the district that I represent, in Williamson, W. Va.

Under the ARA program the training is very much limited, and it has to be limited to that particular area where you have this high unemployment rate. Besides, the amount of funds involved in the ARA training or retraining program is only \$4.5 million.

The manager of the Williamson local employment office told me over the telephone that 964 individuals had made application for training and at the most only 200 could be trained. I think this within itself clearly demonstrates the need for an expanded training and retraining program. Practically all of the 964 individuals who made application for training were unemployed coal miners.

Mr. Chairman, in conclusion, I do want to state that I do not know of any vocational leaders in the country who are not wholeheartedly supporting this bill.

The CHAIRMAN. The time of the gentleman from Kentucky has expired.

Mr. GOODELL. Mr. Chairman, I yield 10 minutes to the gentleman from Missouri [Mr. CURTIS].

Mr. CURTIS of Missouri. Mr. Chairman, I want to commend this subcommittee under the chairmanship of the gentleman from Pennsylvania [Mr. HOLLAND] for the very fine work that they have been doing, and in particular coordinating the various areas that this bill touches on. I say that with real concern because this does touch on one of the jurisdictions of the Committee on Ways and Means which considers unemployment insurance.

I am most pleased to state that among the amendments offered by the gentleman from New York [Mr. GOODELL] will be found the provision in regard to the unemployment insurance systems in the States so that this program will not interfere with or in any way damage them. I am looking to see if the chairman of the Committee on Ways and Means is in the Chamber. This matter has been cleared with the gentleman from Arkansas [Mr. MILLS], together with myself and the gentleman from Wisconsin, Congressman BYRNES, and others on the Committee on Ways and Means who are concerned with it.

I do want to say my interest in this legislation goes way beyond the aspects of the unemployment insurance program. This has been a matter of constant concern to the Joint Economic Committee. I am happy to state that this bill and this concept is the approach I take in regard to the real problem of unemployment, which is that it is essentially a matter of frictional and structural unemployment and not a matter of cyclical and what I term to be the concept of the Keynesian economists who say that this unemployment can be solved through massive Federal expenditure programs. Indeed, I think the work that this subcommittee has done points up very pointedly the area just where it needs to be pinpointed and it is a matter of rapid economic growth, automation we call it, where skills are made obsolete very quickly and where it is concentrated among the unskilled and semiskilled workers, and that this job of retraining I might say is not a simple one—it is not just a question of matching the unskilled and the semiskilled unemployed person with the new skills that technological advancement creates because you are not going to take the displaced cotton picker or the displaced ditch digger and train him for these higher skills.

What is happening is that a person with a job retrain or studies at night to learn a higher skill so he moves over into that higher skill leaving a job open for someone down the line to upgrade his skill. This is a very difficult and complicated matter that this bill is directing its attention to with reference to this basic problem of retraining. Essentially the point needs to be made that automation and rapid technological advancement actually creates more jobs than it displaces. But the human element involved is the thing that makes it difficult for us as legislators to meet, because an unemployed person or a displaced skill is related to a human being and it involves all the human problems while the newly created job—which, incidentally, is going begging because we are not filling the jobs we need to fill—is not related yet to a human being and therefore we do not have it calling out in this fashion. Lest anyone think that these thousands of jobs that are going begging are not in existence, test yourself with your own newspaper and look at the want ads, particularly on Sunday where you will see the want ads showing skills that are going begging. Take the New York Sunday Times of this last Sunday or of any Sunday. You will find column after column and page after page of people advertising for the skills that are needed in our economy. Actually our unemployed are our greatest resources to fill these skills that our society needs.

One of the points brought out by the gentleman from New York [Mr. GOODELL] very ably and also by the gentleman from Georgia [Mr. LANDRUM] when he was pointing out this problem of the jurisdictions of vocational education which is in the Department of Health, Education, and Welfare, and on-the-job training and apprenticeship training which is in the Department of Labor,

one of the tragedies has been over the period of years that our two departments most concerned in this area have not been doing their job and vocational education has gotten to the point where much of it is training people in skills that are already obsolete.

The committee hearings bring this out to some degree; but the point of this lies here: Secretary Ribicoff in testifying before the Ways and Means Committee just 2 weeks ago in regard to revising our welfare program, pointed out the great need, he said, to have schools in the field of social work, not just the college graduates, I might add, to function in the field of social work. I asked the Secretary: "What are you doing in your vocational educational program toward attracting people to take jobs, to go out and become technicians in this field?" And Secretary Ribicoff made this remark, and I was pleased to hear it; he said: "After some of our previous discussions on this we are completely revising and studying in depth the entire field of Federal vocational education." This is a program, I might state, which dates back to 1917. This is nothing new. This is a program that has been in existence along with the other bill which became law in 1946. So a great deal of work has to be done by the Department of Health, Education, and Welfare in this tremendous area of vocational education.

Likewise, the Department has not been doing an adequate job in developing its dictionary of skills. That was brought out during debate on the floor when the rule was under consideration. I believe the gentleman from Kansas [Mr. AVERY] demonstrated the inadequate list of skills that has been compiled to date by the Department of Labor, highly inadequate. The job is not being done.

But the point of this bill and the key to this bill, in my judgment, is the requirement that both of these Departments report back—this is found on page 20, section 504(a)—both the Secretary of Labor and the Secretary of HEW shall report to the Congress prior to March 1, 1963, on what they have done in developing their programs, so that they know what they are doing and requiring, and the coordination of these two Departments on the scene.

Mr. LINDSAY. Mr. Chairman, will the gentleman yield?

Mr. CURTIS of Missouri. I yield.

Mr. LINDSAY. I am wondering how we can know what the needs are or may be until after the studies have been completed.

Mr. CURTIS of Missouri. Their program cannot go forward, of course, until they have appropriations. They have got to go to the Appropriations Committee and will have to take with them some adequate studies on the program they wish to implement.

Mr. SCRANTON. Mr. Chairman, will the gentleman yield?

Mr. CURTIS of Missouri. I yield.

Mr. SCRANTON. I would just like to commend the gentleman. It developed during hearings in our committee on area redevelopment and the consideration of this program from the Federal standpoint that it was extremely neces-

sary to make provision for retraining, more provision than is presently made by either of these departments. Particularly was this true in the larger urban areas.

I want further to commend the gentleman on the fine leadership he took in the last session of Congress in developing Operation Employment which was a major forerunner of this legislation.

Mr. CURTIS of Missouri. I want to thank the gentleman and at this time take occasion to call attention to what I thought was the splendid work done by around 60 Republican Congressmen in this Operation Employment in trying to study in depth some of these problems and getting the aid of people in the academic field to prepare papers.

Mr. RHODES of Arizona. Mr. Chairman, will the gentleman yield?

Mr. CURTIS of Missouri. I yield.

Mr. RHODES of Arizona. I am glad that the matter of Operation Employment has been revealed on the floor, because the gentleman who now holds the floor, in my opinion, did one of the outstanding jobs done by any Member of the House in promulgating this particular study.

The CHAIRMAN. The time of the gentleman from Missouri has expired.

Mr. GOODELL. Mr. Chairman, I yield the gentleman 5 additional minutes.

The CHAIRMAN. The gentleman from Missouri is recognized for 5 additional minutes.

Mr. RHODES of Arizona. Mr. Chairman, will the gentleman yield further?

Mr. CURTIS of Missouri. I yield.

Mr. RHODES of Arizona. The gentleman from Missouri put forth tremendous effort in exploring a question as important as any I have seen.

I want to particularly compliment the gentleman from Missouri and to make the observation I am sure he feels rather good today that so much of the study which he sponsored and the conclusions to which he came are in the bill now before the House.

Mr. CURTIS of Missouri. I thank the gentleman.

There was a lot of good work done by a lot of people.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. CURTIS of Missouri. I yield to the gentleman from New York.

Mr. GOODELL. I also would like to commend the gentleman for his leadership. In fact, many of my amendments were derived from the very solid statement he made after the study, and they have been incorporated in the substitute which will be presented tomorrow. I think the gentleman from Missouri can take considerable credit for this substitute.

The gentleman also referred to the requirement for reporting within a year. I would point out that the substitute which will be presented tomorrow specifically adds to the other report provisions that were in the previous bill, requiring that reports include the number of individuals trained and the number and types of training activities under this act, the number of unemployed

or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment. That is spelled out in the bill specifically. They must report in detail and that report must also be made in 2 years, 1 year after enactment and 2 years after enactment.

Mr. CURTIS of Missouri. I appreciate the gentleman's statement, and I want to commend the gentleman from New York for the great work he did. I am so pleased these amendments are being accepted.

If I may turn again to the other side of the aisle and to say to the chairman how much I appreciate the cooperation the chairman gave to those of us who were trying to work on this, and the fact he has been working in this field so many, many years with great results. It could only be achieved with your patience and understanding, and I thank the gentleman.

Mr. LINDSAY. I should like also to commend the gentleman for his leadership in this field. I think the gentleman was one of the advance guards in this area in recognizing that this is possibly the most important domestic problem in the United States today. The gentleman from Missouri was one who led the fight in approaching the problem, and I should like to commend the gentleman for the excellent work he has done on this particular bill.

Mr. CURTIS of Missouri. There is one thing I am sorry is not in the bill. I spoke to the gentleman from Pennsylvania [Mr. HOLLAND]. Of course you cannot do everything.

I want to point out the importance of coordinating this whole program with the tremendous operation going on under the Department of Defense—the Army, Navy, and Air Force—in this entire field of training. Billions of dollars are being spent presently in this area with very little coordination. A great deal of this work is really of a civilian nature. We must move forward to bring about a better coordination.

I would like to mention three other areas where we ought to do something. One is in connection with the unemployment insurance program. I am happy to state that now I think it is 16 States have turned this thing around so that a person is not removed from the unemployment insurance rolls when he re-trains. Actually it should be if a person who has an obsolete skill refuses to re-train that he goes off of unemployment insurance, but certainly we should not have a deterrent to people retraining.

The second area is in the tax field. Actually, our tax laws discourage people from upgrading their skills because they are not given the cost of this training as a business deduction. If a school-teacher, for example, goes to summer school because her school board tells her she will be fired if she does not, she can take this as a business deduction. But someone who goes to upgrade their skill cannot take it. We need to revise our tax laws and fix them to meet the mobility of labor. Under our tax laws, a worker's residence is where his job is. A worker's residence actually is where

his home is, because 80 percent of our working people own their own homes. When he has to travel to another area to follow his job, he should be permitted, just as Congressmen have the right, to deduct the cost of maintaining two establishments. Certainly he should not have his per diem charged as income which the present tax laws require.

These are areas that still need further development and where the Federal Government is actually impeding its progress.

Mr. HALPERN. Mr. Chairman, will the gentleman yield?

Mr. CURTIS of Missouri. I yield to the gentleman from New York.

Mr. HALPERN. I want to commend the gentleman from Missouri on the superb work he has done in this field, and I want to compliment my colleague, the gentleman from New York [Mr. GOODELL] for his perspective and intelligent grasp of this unique problem and the great contribution he has made to this legislation.

Mr. CURTIS of Missouri. I thank the gentleman.

(Mr. MARTIN of Nebraska (at the request of Mr. HALPERN) was granted permission to extend his remarks at this point in the RECORD.)

Mr. MARTIN of Nebraska. Mr. Chairman, under the Area Redevelopment Act passed by the Congress last year, a retraining program was included with \$4 million appropriated for retraining and \$10 million for the payment of weekly allotments to the unemployed. This program has been approved by the Area Redevelopment Administration for 35 communities in 14 States from Rhode Island to Montana.

The first three areas to set up programs, Huntington, W. Va.; Ansonia, Conn.; and Providence, R.I., have enrolled only 342 jobless persons for retraining.

I must report to the House that, from the experiences of these areas thus far, the retraining program has not been too successful. Three major problems have arisen:

First. Reluctance on the part of many jobless persons to retrain for new skills.

Second. The inability to retrain for new skills those who need jobs the most.

Third. The problems of finding jobs for some of those who have been retrained.

Under the Area Redevelopment Act these people are trained from 2 to 16 weeks, in 30 skills, and courses have been given in fields ranging from waitresses to machinists. The primary reason, to my mind, that the program has not been successful is due to the fact that it does not get to the causes of unemployment. If a doctor treats a patient's symptoms without first ascertaining the causes of the illness, the chances are that the patient will not be cured. This is the case with the retraining program.

The Huntington, W. Va., program was the first to be authorized by the Area Redevelopment Administration—\$135,000 was allotted. First, a complete survey was made in Huntington of the skills needed in the area. Post cards were sent to 1,015 hard-core unemployed—

those unemployed longer than 1 year. Only 640 replies were received, and of this number, only 240 qualified for retraining. The major problems encountered with these people were inadequate education, unsuitability for retraining, and lack of interest. Many participated in the program simply to draw the weekly financial payments which were the same as those drawn from unemployment insurance, and they were primarily interested in this angle. The placement problem for graduates of the courses was a stumbling block, as witnessed by the fact that a survey indicated there was a demand for nurses' aids. Three 4-week courses for nurses' aids were set up with 43 graduates. In the meantime, however, most of the jobs were filled, and, up to this date, only 10 of the 43 have been placed in jobs.

Oscar Duff, a West Virginia State employment officer, stated:

The act provides subsistence payments for only 16 weeks of training. What can you do in this time? If you did lengthen the training period for more than 16 weeks, I think many people would stop attending when the payments stopped coming in.

The bill which we have before us provides for 52 weeks of payments. I am fearful that, if enacted, many people would sign up for retraining courses simply to draw their weekly allowances for 52 weeks instead of the 39 weeks as provided under the Unemployment Insurance Act. Since many people have inadequate backgrounds of education to take the retraining courses, another bill has been introduced which is now being considered by the House Education and Labor Committee. This new bill is called the illiteracy bill, and would provide educational courses for those who cannot read or write or whose education stopped at the sixth grade or earlier. Consequently, you can see that one program simply brings about another, like a snowball gathering particles rolling down a hill and growing ever larger and larger.

This problem of retraining is one to be handled at the State and local level and not by the Federal Government, with matching funds, which forces the States to increase the size of their budgets and to take a bigger tax bite from its citizens.

In view of the fact that the results of the retraining program under the Area Redevelopment Act have not been successful, and do not get at the causes of unemployment, I am opposed to the enactment of this legislation.

Mr. McDOWELL. Mr. Chairman, I rise in support of H.R. 8399, the Manpower Development and Training Act of 1962.

In his message on the state of the Union, President Kennedy said:

Our Nation is commissioned by history to be an observer of freedom's failure or the cause of its success. Our overriding obligation in the months ahead is to fulfill the world's hope by fulfilling our own faith.

That task must begin at home. For if we cannot fulfill our own ideals, we cannot expect others to accept them. And when the youngest child alive today has grown to the cares of manhood, our position in the world will be determined first of all by what provisions we make today—for his edu-

cation, his health, and his opportunities for a good home and a good job and a good life.

President Kennedy has repeatedly stressed to the Congress and the Nation that one of the most important objectives of this country is to seek a fully employed society with public and private activities geared to progress. But a new urgency now confronts our people; the United States and other industrialized countries of the free world are in the midst of the second industrial revolution. The first, which created modern society, replaced human and animal muscles with powerdriven machines; the second, commonly known as automation, has created a new era in technology by the mechanization of thought processes and also muscle functions. The products of automation now make actual decisions, hitherto the exclusive ability of the human operator.

The benefits automation will bring to the United States and other parts of the world are incontestable. Chemists, physicists, and electrical engineers are compounding new materials and creating versatile new devices that can equip electronic machines with abilities that are comparable to those exercised by living organisms. In the newly christened field of bionics, our scientists study living systems found in nature for clues that can be helpful in developing machines that can "see" and "hear" and then interpret what they perceive. President John L. Burns of the Radio Corp. of America in a recent address at the California Institute of Technology pointed to bionics as a prime example of the increasing collaborative effort in science which holds more promise for human benefits than any temporal force at work in our civilization today.

Automation's benefits are not confined to production alone; the gains made possible by office automation—essentially electronic data processing—are at least as striking. But our society is more than technological—it is human, and the human implications of automation are of increasing concern to industry, to government, and to every American whose job on the production line and in other workplaces has been substituted by a bank of electronic transistors. Labor Secretary Goldberg recently said, and I concur:

One of the challenges we are now confronted with is to see that we automate completely and fully, and at the same time devise programs so that human values are preserved.

One of the big problems of this administration is to help set up programs so that, on the one hand, we get the full potential of automation and, on the other, safeguard against hardships that happen to individuals and to families when automation takes place.

The automation revolution began, unperceptibly and at no exact date, with a piling up of changes and step-by-step increases in mechanized operations and mechanized controls. After World War II, with widespread and accelerating use of the computer and other electronic brains, the lessons from our new technology in the 1950's were merely the fundamentals of much more complex problems for the 1960's. The lessons of the

1950's are now clear; while the labor force was expanding at an average rate of about 800,000 workers a year, our economy with new technology and improved efficiency failed to absorb both the new workers and the work-needs of those affected by automation. The labor force increased by 6.5 million workers from 1953 to 1960, yet employment rose by only 4.5 million. This failure to adjust to a new force, combined with an unduly slow rate of economic growth, added 2 million more people to the ranks of the unemployed. The twofold task—to speed growth and provide specific adjustments—was not met in the 1950's.

Mr. Chairman, automation's effect on the basic segments of our economy during the last 10 years promises to spread rapidly to all aspects of our economy and society. What principally affected the miner, the railroader, and the factory worker in the 1950's has now reached the skills and job opportunities of the office worker, the Government employee, the laboratory technician, the salesman, and even the law clerk, the mapmaker, the bank employee, and the roadbuilder will feel automation's impact.

America started the decade of the 1960's with the highest level of production, employment, and purchasing power in its history—but this decade also started with high jobless rates, large numbers of distressed communities which suffer from shifts in industry location and changes in new technology, and economic expansion too slow for the economy's needs. The growing problem of adjustment for older workers also takes on new form in a technological world. Moreover, few communities, rural or urban, are free of unemployment among the young—a problem complicated further by the growing number of high school dropouts who have little or no opportunity to obtain even a scarce unskilled job. It is indeed tragic that one-fifth of the 10 million students now enrolled in the 9th through 12th grades in our educational institutions will reportedly leave school before graduation. This problem, serious as it is, can become alarming if authorities are correct in estimating the number of dropouts in the next 5 years at 7½ million.

Within a healthy, growing economy, the American people should be able to plan and execute in a democratic fashion specific adjustments to automation at every level, through public and private efforts. Government, business, labor, and academic groups have started searching for answers. As the Holland Subcommittee on Unemployment and the Impact of Automation recently found, "it is the responsibility of the Government to create conditions conducive to economic expansion." Leaders of large corporations such as General Electric and General Telephone & Electronics testified that it is the responsibility of the Government to identify those trends which will create chronic unemployment problems in the future and to participate in the solutions. Both industry and Government have a recognized responsibility to help families in periods of transitional unemployment.

There have been successful efforts by labor and management acting jointly to bring about more effective adjustments to automation. This common responsibility to ease the transition, to make provision for workers inevitably displaced from their jobs is reflected in the growing number of automation funds being established in certain industries to investigate and provide improved methods of solving automation and relocation difficulties. On the industry-union level, agreements which provide for worker retraining have been reached by, among others, Armour & Co., and the United Packinghouse Workers and Amalgamated Meat Cutters; by the Kaiser Steel Corp. and United Steelworkers; and by the Pacific Maritime Association, which represents west coast shipping companies, and the International Longshoremen.

But these collective bargaining efforts and agreements are limited in that they deal with the problems of production workers in a single industry or in a single plant and who are retrained after new machines are installed—they do not solve the long-range problems of those employables displaced by new machines. A second drawback is that collective bargaining responsibilities cannot resolve the problems of those not yet employed or those workers whose potential employability has been greatly reduced by the new process' overall effect on employment or skill requirements. Consequently, the rest of society must be willing to assume responsibility at various private group and governmental levels for problems that reach far beyond the individual workplace and industry.

The Holland subcommittee report, "Impact of Automation on Employment" and the report of hearings held by the Subcommittee on Unemployment and the Impact of Automation of the Committee on Education and Labor of the House of Representatives in June 1961 provide ample evidence of the congressional concern for deep-seated joblessness and rapid changes in our industrial structure. President Kennedy's Committee on Labor-Management Policy established about a year ago to advise him on policies of economic growth and industrial relations also submitted recommendations on January 11, 1962, aimed at developing automation and other technological advance while at the same time increasing jobs and protecting workers. This Committee is composed of seven foremost labor leaders, seven corporation executives, and five public members. One of the members, Dr. Clark Kerr, president of the University of California, hailed the Committee's report as "the most comprehensive statement ever made as to private and public policy" on the problems of automation and full employment.

While the White House Conference on National Economic Policy scheduled for this summer will have an opportunity to read and study the Committee's report on automation and cybernation, a real leap forward is needed, now, not only to make up for the gap from the past but to provide for the quickening pace, the widening scope of the new technology.

What is not automated today may be mechanized further and jobless workers will be just as unemployed, whether the academicians call it displacement or unemployment, whether its cause is mechanization or automation. Tomorrow's workers will require training for tomorrow's jobs, but the training must start today.

The programs that H.R. 8399 seeks to establish should be given an opportunity to meet this important and pressing domestic problem without further delay. Similar legislation has already passed the Senate, after lengthy hearings, on August 23, 1961.

Mr. Chairman, this is constructive legislation and I strongly urge its adoption by the Members of this House.

(Mr. QUIE (at the request of Mr. GOODSELL) was given permission to extend his remarks at this point in the RECORD.)

Mr. QUIE. Mr. Chairman, chronic structural unemployment has been a problem which our country has faced almost continuously since the last war. In my home State of Minnesota there is a graphic example of this—the Iron Range of northern Minnesota. As I have watched the situation in that area I have become aware that steps must be taken to solve our problems—not just ease the pain caused by those problems nor postpone the day in which we must face up to the truth of those problems.

This is not a question of our States neglecting the problem of chronic unemployment. Many people at the State level of government are working hard to find a solution. Again, to use my home State as an example, Governor Andersen, of Minnesota, is providing admirable leadership to remove unemployment and to restore a more favorable competitive position for our American iron ore industry.

Within the realm of Federal responsibility, the present short range programs—such as providing adequate unemployment compensation—are desirable in alleviating the situation.

More important is that we develop long range programs aimed not only at lessening the results of our economic problems but also designed at removing the sources of these problems.

As a member of the House Committee on Education and Labor I have supported and will continue to support Federal aid for the retraining and relocation of unemployed workers. I believe that the question we face today is how we will arrive at the best bill to provide this retraining and relocation of workers.

Workers who have lost jobs because of basic changes in the economy must be encouraged to learn other skills which are in demand. We must not abandon those workers with obsolete skills to carry the burden of technological change alone.

The majority of these workers had no control over the economic shifts which left them unemployed with unwanted skills. They also lack the necessary resources for retraining. Added to these factors is a third and most important reason for Federal aid. Our national economy is presently losing the productive services of these workers.

The home communities of the retrained cannot be expected to carry the full load when, after new skills are developed, employment may be found in other areas and perhaps in other States.

If a retraining bill is passed it must be carefully coordinated with private, State, and local efforts to solve the problem. In particular, the training allowance provision must be made to dovetail with the present unemployment compensation system.

This, the Goodell substitute bill, would insure by requiring the States to match Federal funds in the paying the retraining allowances as quickly as possible and by providing reimbursement to State unemployment compensation funds which would permit training while a worker collects unemployment compensation.

The Goodell substitute also provides needed provisions to insure that those people most needy receive retraining funds and that the retraining funds are not misused.

It is my privilege to serve with the gentleman from New York [Mr. GOODSELL] on the Education and Labor Committee. Mr. GOODSELL's keen grasp of this problem as it came before the committee and his hard work in drafting his retraining bill has greatly impressed me. The gentleman from New York [Mr. GOODSELL] is to be commended for his efforts and contributions.

During the past few weeks there has been much discussion of expanded American foreign trade and of how the transition to freer trade can be made a smoother one. All of this talk has centered around the competitive position vis-a-vis the rest of the world.

Legislation providing for the retraining and relocation of workers would do much to enable us to compete more favorably with the rest of the world. Retraining of workers would not simply postpone the day when certain American products can openly compete with European goods as would be the effect of import quotas. Rather retraining would act to improve our competitive position today.

Retraining of workers is an example of positive and progressive Federal action at its finest. For this reason I heartily support the bill.

Mr. O'HARA of Michigan. Mr. Chairman, I yield such time as he may desire to the gentleman from California [Mr. COHELAN].

Mr. COHELAN. Mr. Chairman, I rise in support of this important legislation which would help the workers of our Nation adjust to the problems which are created by automation and rapid technological advances; legislation which would provide for the effective development and use of our Nation's manpower resources to meet the skill requirements of our highly advanced and constantly changing industrial society.

There is no question in my mind that one of the most serious domestic challenges confronting us in the 1960's is to achieve full employment in the face of a rapidly expanding labor force and the continued displacement of workers by automation.

We can, of course, take satisfaction that the seasonally adjusted rate of un-

employment in January of this year dropped below the 6-percent level for the first time since September of 1960. We must take cognizance of the fact, however, that the number of long-term unemployed—those who have been out of work for 15 weeks or longer—has not changed from last January's total of 1,250,000, and that 700,000 of these workers have been out of work for more than 6 months.

Mr. Chairman, this problem of long-term unemployment is especially severe among the nonwhite elements of our labor force, and this is a matter with which I am greatly concerned. As the Department of Labor's figures for the month of January 1962 indicate, 10.8 percent of our labor force is composed of other than Caucasians—28.7 percent of this group, however—a disproportionately high level—has been seeking work for 6 months or longer.

This problem must be dealt with for it is a cause of severe personal suffering as well as a serious loss to our total national effort.

There is agreement among those who have studied this matter, as the Committee on Education and Labor has stated in its excellent report accompanying this bill:

That a substantial proportion of our unemployment exists because idle workers do not have the skills necessary to enable them to undertake existing jobs. Many hundreds of thousands of unemployed lack the skills which are needed in our present-day economy. Unless these people acquire new skills, their unemployment will persist even when recovery from the present recession is completed.

Mr. Chairman, there can be no doubt that the labor force of this country is our most valuable productive resource. I urge my colleagues therefore, to support this constructive and urgently needed manpower development and training legislation which would enable us to more effectively utilize this resource; legislation which would improve the skills and adaptability of our Nation's workers through a continuing assessment and review of our manpower needs, and through broadly based programs of training and retraining which would match workers' skills with needed jobs.

Mr. O'HARA of Michigan. Mr. Chairman, I yield 10 minutes to the gentleman from New Jersey [Mr. JOELSON].

(Mr. JOELSON asked and was given permission to revise and extend his remarks.)

Mr. JOELSON. Mr. Chairman, as a member of the subcommittee which studied the impact of automation on the economy, I am very pleased to urge support of the bill under consideration. Of course, it is not the entire answer to our unemployment problem, but I think it is the key factor in the solution, and perhaps may be the cornerstone.

Now, this bill is not a radical departure from anything that we have known. It coordinates the work of two agencies that are most concerned with training for manpower objectives: the Department of Labor and through it the State and local employment service offices, and the Department of Health, Educa-

tion, and Welfare and through it the State and local educational and vocational agencies. It is in this area that the Department of Labor and the local employment services will play their traditional role of determining skill needs, employment opportunities, labor supply, and then providing the necessary job placement services. After the worker has been selected for training, the Department of Health, Education, and Welfare will then come into play with the vocational and on-the-job training program.

I think we ought to emphasize that what we are going to deal with here are local programs. The testing, counseling, and placement of trainees will be done through the local public employment service offices. Vocational training will also be handled through the local and State vocational and educational agencies.

Now, we have three key considerations here: First, we are going to have an accurate determination of the areas in which there is need for workers; secondly, careful selection of the persons to be trained; and, third, a reasonable expectation of placement.

The bill would provide training allowances up to 52 weeks at what is the average unemployment compensation allowance. This is only as it should be, because you cannot expect a man who is unemployed due to the fact that his factory has moved away or shut down or who has been automated out of a job to undergo the cost of his own training.

This bill will also provide travel allowances. Rather than going through the expense of setting up training centers in every little area, this bill provides, within certain limitations, that somebody who takes advantage of this training will be able to get some kind of an allowance for travel and subsistence, if necessary, to improve his skill so that he can improve the lot of himself and his family.

Of course, there is the cost factor here. It is \$262 million over a 2-year period. But, when you consider the cost to our economy of continued chronic unemployment, the loss in purchasing power, and the loss in Government revenues, you will see that this is a very meager investment to make in order to gain full employment and an economy that is really rolling.

We have other programs, it is true, but the area redevelopment program takes care of distressed areas. We want to do something for this country before we have too many depressed areas, and we should not rely on the area redevelopment program as the solution to our national retraining problem.

Mr. Chairman, I say also that we should not rely exclusively on bills to train our younger people, because if a man loses his job at the age of 40 he is in real deep trouble—he and his family—unless he can develop a new skill and get into the job market where there are job opportunities. So for this reason I would urge upon my colleagues the support of this pending legislation.

Mr. STRATTON. Mr. Chairman, will the gentleman yield?

Mr. JOELSON. I yield to the gentleman from New York.

Mr. STRATTON. May I ask the gentleman is it true that in order to get this program going the plan is to get the cooperation from the States?

Mr. JOELSON. Absolutely. This is a plan that depends for its success on the cooperation of State and local agencies which in many cases exists already.

Mr. STRATTON. If the gentleman will yield further, the gentleman mentioned a moment ago the area redevelopment program. Of course, retraining was a feature of that. I was disturbed because in my own State of New York the State government has fallen down in utilizing the retraining features of that bill. I was delighted to see in this legislation that if the State fails to cooperate as the gentleman said, then there is a provision to go over the head of the State government in order to get the program going. I think that is a very necessary feature, if the State governments fail, as it has in the State of New York, to carry this program through.

Mr. JOELSON. We want to give the States an opportunity to help themselves, but if they do not we are not going to sit idly by until the entire country becomes a depressed area.

Mr. WAGGONER. Mr. Chairman, will the gentleman yield?

Mr. JOELSON. I yield to the gentleman from Louisiana.

Mr. WAGGONER. In line with the proposal which has been suggested, if the States do not cooperate in a manner that is satisfactory with the Secretary of the Department of Health, Education, and Welfare, are we to understand that the Secretary has the right to go in and confiscate public property and take over available facilities, facilities that he thinks are necessary?

Mr. JOELSON. No; absolutely no. That is not my understanding of the bill. If it were, I would not support it.

Mr. WAGGONER. The bill refers to public and private facilities being taken over.

Mr. JOELSON. No. There is no hint or suspicion of confiscation by the Federal Government of any private facilities.

Mr. WAGGONER. If the gentleman will yield further, it does give the Secretary, if he is not satisfied, that right to go in over their heads, and he could do what he wants to with public and private schools.

Mr. JOELSON. It gives him the right to establish his own program, but it certainly does not give him the right to confiscate any private facility. I do not know where the gentleman got that idea.

Mr. WAGGONER. I want to say that he can do what he wants to.

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. JOELSON. I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. When one reads the provision, one should read all of the language, which is as follows:

In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare shall provide the needed

training by agreement or contract with public or private educational or training institutions.

Mr. JOELSON. That is right. I assume this refers to on-the-job training programs with local trade associations, businesses, and unions, through voluntary cooperation getting into on-the-job training programs. But as to the fears of the gentleman from Louisiana, although I appreciate their seriousness, I do not think they are well founded.

Mr. ROOSEVELT. Mr. Chairman, will the gentleman yield?

Mr. JOELSON. I would be glad to yield to the gentleman from California.

Mr. ROOSEVELT. Mr. Chairman, I want to congratulate my colleague from New Jersey [Mr. JOELSON] for his very fine statement, and I associate myself with his statement.

Mr. Chairman, I would like to take this opportunity to make a statement in support of perhaps the most important and far-reaching piece of legislation to be presented to the 87th Congress—H.R. 8399—the Manpower Development and Training Act of 1961.

This bill launches a major assault upon one of the most serious and critical problems facing our country today, the problem of increasing unemployment and dislocation as a consequence of automation and other technological and scientific changes. The proposal recognizes the preeminent importance of this problem and approaches it with an appreciation and an understanding of the national commitment to attain the goals of maximum employment, production, and purchasing power, as stated in the Employment Act of 1946. The bill reaffirms the acknowledgment of the Employment Act that, to achieve the proposed goals, it is essential that there be rapid and continuous technological progress. The legislation further recognizes the continuing responsibility and necessity for the assistance of the Federal Government in the development of policies and programs leading to the development, preparation, and productive use of the Nation's manpower resources in pursuit of our national goals. It insures that the benefits of automation do not become burdens of widespread and severely debilitating unemployment.

The displaced wage earner of today is in a position comparable to that of the migrant Oklahomans of the 1930's. He is the victim of the industrial dust bowls created by automation and technological advances. The displaced worker frequently has no position to return to, and all too often, no position to go on to. He is exposed to the difficult problem of not only finding a new job, but also of finding a new skill and a new employment situation, perhaps in a new industry and in a new community as well.

With the intent of alleviating this disturbing situation, the Manpower Development and Training Act of 1961 proposes a broad and integrated program to assist workers to adjust to the ever-increasing problems of dislocation in the economy due to automation and technological changes. It proposes to go beyond the current and nonremedial subsidization of unemployment to a posi-

tive program of formulating and implementing solutions.

We are presently rocketing into the age of automation without knowing our destination. No one has all of the information needed to measure the dimensions of automation in our economy, to ascertain what technological breakthroughs are currently taking place, or what is on the drawing boards for future development. This proposed program provides for the much-needed evaluation of the impact of automation upon our economy. It provides for a determination of skill requirements, job opportunities, training needs, and for an investigation into existing impediments to labor mobility.

Aside from the activities of study, evaluation, appraisal, and reporting, the bill provides for concrete and practical programs to cope with the existing dislocation in the economy. There are provisions for the development and encouragement of broad and diversified on-the-job training programs to help those out of work and to equip workers with new, improved, and needed skills. Labor mobility will be encouraged through promotion by the Secretary of Labor of equitable practices to improve the mobility of workers and through counseling and placement activities. This program is to be effectuated through the utilization, coordination, and cooperation of all appropriate agencies—public and private, local and national.

Demonstration, by way of available statistical evidence, of the great and continuing decreases in employment due to technological changes is wholly incapable of registering the enormous human loss involved. For thousands of persons, when the job goes, 20 or 30 years of what these people had believed to be security goes with it. Automation, the disappearance of long-established firms from the industry, the relocation of plants and reorganization of operations have thrown onto the streets thousands of experienced and skilled workers with years of service to an employer which now counts for nothing. These displaced workers suffer mental anguish and all of the indignities and hardships that life without work still brings to the men and their families who bear the brunt of economic dislocation.

The crux of the problem created by scientific and technological progress is how to adapt the economy to the new abundance which such progress makes possible. We must learn to live with this abundance, we must learn to use it, or else it will further disrupt our economy, create further dislocations, recessions, and more unemployment. The new economics of abundance requires new understanding and the adoption of the new forward looking programs and policies now proposed.

We have a special obligation and responsibility to those who have suffered as a consequence of the progress which benefits the vast majority, but so poignantly and injuriously affects many. The implementing of this program should allow many persons presently unable to

participate effectively in the mainstream of the Nation's economy to resume their rightful and appropriate place in that economy. It is in the national interest that this be done, and that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, increase the Nation's productivity and its capacity to meet the constantly increasing demands and requirements of the present era.

Mr. GOODELL. Mr. Chairman, I yield 5 minutes to the gentlewoman from New Jersey [Mrs. DWYER].

(Mrs. DWYER asked and was given permission to revise and extend her remarks.)

Mrs. DWYER. Mr. Chairman, in my judgment, the Holland-Goodell legislation offers the best and most realistic hope of attacking effectively the persistent and increasing problem of technological unemployment.

It is a thoroughly constructive and positive and hopeful approach. It assumes—and I believe correctly—that the vast majority of unemployed workers are not content to sit back and draw unemployment compensation for as long as possible, that these displaced workers have a deep and urgent human desire to participate in the mainstream of American economic life, and that their major handicap has been a lack of training to equip them with the advanced technical skills now in demand by American industry.

As one of many Members here who represent industrial districts, I have seen the economic conditions developing over the years which have made a retraining program essential. During each of the two most recent economic recessions, I made it a point to visit employment offices, to talk with the unemployed, to consult at length with labor and business leaders in the area, and in general to obtain as broad an understanding as possible of the causes, effects, and possible cures of unemployment.

During each of these experiences, I was struck by the fact that unemployment tends to strike hardest at two well-defined groups of workers: first, the older worker who has been doing the same semiskilled or in some cases skilled job over a long period of time, and second, the young, less educated and generally unskilled worker who is often considered a very marginal producer.

Whenever management either introduces new and automated equipment into its plant or tightens its belt during a slack period by reducing costs, both these groups are adversely affected. The older workers are victims of outdated skills and changing job requirements, while the younger workers are victims of inadequate or insufficient education and training. A third group of workers joins the ranks of the unemployed when an entire plant either closes down or, like the huge Mack Truck plant in Plainfield, N.J., is moved to another part of the country.

At the very time such unemployment exists, even while it is growing in fact,

there is a large and paradoxical demand for skilled labor in the same area.

Even as workers line up to receive their unemployment compensation checks, local newspapers carry column after column of help wanted advertising, and the same employment service offices feature lists of unfilled jobs.

It is the fundamental purpose of this legislation, as I see it, to unravel this paradox by bringing together the available labor supply and the available jobs by equipping displaced workers with the skills which industry and commerce now and in the future will need.

There is a further important objective of the bill which has been too widely unappreciated. This is the need to provide new and growing resources of highly skilled labor to meet the requirements of an expanding economy. It is obvious that automation brings with it some temporary unemployment, but I do not believe our experience confirms the fears of some that automation inevitably will cause increasing long-range joblessness. On the contrary, an expanding economy must have both improved equipment and more and better workers. The pending legislation can help provide these resources.

In human terms, Mr. Chairman, one of the most compelling arguments in favor of the bill is to consider the alternative to a retraining program. If we fail to take the steps proposed, we are saying, in effect, to millions of unemployed workers that they are not important to us; that they do not matter; that we have no place for them. Despite the obvious fact that they are without work through no fault of their own, we would be requiring them to bear the full burden of automation. We would be taxing them for the benefits to be enjoyed by the great mass of the country. We would be singling out the neediest among our people to pay the costs of the prosperity the rest of us are destined to enjoy.

I cannot imagine, Mr. Chairman, that any of us are willing to do that.

I urge Members on both sides of the aisle to support the Holland-Goodell substitute bill.

Mr. O'HARA of Michigan. Mr. Chairman, I yield 8 minutes to the gentleman from Indiana [Mr. BRADEMAS].

(Mr. BRADEMAS asked and was given permission to revise and extend his remarks.)

Mr. BRADEMAS. Mr. Chairman, the first thing I should like to do is to add my own hearty congratulations to our distinguished colleague, the gentleman from Pennsylvania [Mr. HOLLAND], who has given to the Congress such notable leadership in this field of the impact of automation on the labor force of our country. I would also add my congratulations to our colleague, the gentleman from New York [Mr. GOODELL], for his contribution to the shaping of this legislation. We have had ample testimony here this afternoon that this is a bipartisan operation. But I can think of no better evidence for the validity of that proposition than the strong position taken by the leading newspaper in my congressional district, indeed I would

say the outstanding newspaper in the State of Indiana, the South Bend Tribune, which, I hasten to add, is a Republican newspaper and which, so far as I can recall in the four times I have run for Congress, has not yet seen fit to endorse me for that office. This is an editorial which was published on January 14, 1962, entitled "The Sooner the Better." Because I think this editorial from a Republican newspaper, the owner, editor, and publisher of which has been a delegate to the Republican National Convention, more eloquently summarizes the necessity for this legislation than any other document I have yet seen, I am going to read it in full.

The editorial reads as follows:

THE SOONER THE BETTER

The proposal that the Federal Government take the lead in establishing a broad program for the retraining of workers displaced by automation is again before Congress.

It is constructively realistic. Fortunately, the outlook for the birth of such a program is brighter in the 2d session of the 87th Congress than it was in the 1st when serious consideration of the matter was slow in getting started. In the first session the Senate passed a 4-year plan. A 2-year plan got tied up in the House Rules Committee.

Interestingly, and perhaps significantly, the idea already has the hearty endorsement of the President's 24-man Labor-Management Advisory Committee which has just made its first report to Mr. Kennedy.

The purpose of a retraining program is simple—to prepare displaced workers for jobs which they can't get because they lack essential skills, and thus get them off public assistance rolls.

Such a program, to be sure, will cost a considerable amount of money. But it costs a considerable amount of money to support displaced workers on public assistance rolls, too. Getting them back to work would be an infinitely happier situation for everyone.

The need for adoption of such a program, possibly with the States eventually assuming a share of the cost, is given fresh urgency today by another question before Congress. That question concerns the lowering of trade barriers to stimulate exports and imports. This will have some dislocating effects, hurting some while helping other segments of the economy. International trade, being a two-way street, always works that way.

Thus it appears that the sooner a practical retraining program gets underway the better for everybody.

Moreover, the launching of the retraining program will involve some other things besides establishing training facilities. Some profound study will be required at the onset to determine the nature of training programs. It would be silly, for instance, to start training hundreds of thousands of men and women for certain jobs if there would be no demand for their services.

Last session's Senate bill 1991 properly took note of this, stipulating that the Secretary of Labor should be responsible for determining where job opportunities are as a first step toward activating training plans.

Those who discussed the problem pointed out that the country as a whole really does not know what the manpower requirements are. We lack specific information about what skills are in short supply. And certainly we have only vague notions of what the requirements are likely to be in the years ahead for all manner of jobs from well-drillers to nuclear physicists.

A retraining program, no matter how soundly conceived and efficiently directed,

promises no utopia. It would not in itself solve the unemployment problem.

But it would, in our opinion, be a notable advance in coping with one of the Nation's most trying and frustrating social problems.

This editorial, Mr. Chairman, I want to repeat, is from an outstanding, Republican-owned newspaper. I think moreover, because this is a Midwestern newspaper, its position ought to stand as a symbol and perhaps offer us a little hope that we might get some support for this legislation from my Republican colleagues from my part of the country.

There are, Mr. Chairman, two particular points to which I want to make reference in the brief time I have at my disposal.

The first of these has to do with the problem of coordination of the program between the Department of Labor and the Department of Health, Education, and Welfare. As we know, all vocational education which is the major form of training which is provided under this bill is provided by local vocational educational agencies.

These agencies are the same ones which now receive Federal assistance under the Smith-Hughes and George-Barden Acts administered by the Department of Health, Education, and Welfare.

What is added by the Holland manpower bill is a requirement for job testing, counseling, and training by the Department of Labor through the local employment service offices before the worker is placed in a training program, and the payment of training allowances to unemployed workers receiving training. Basic to the design of the bill is the principle that training must be oriented to job opportunities.

The bill thus closely coordinates the work of the two Federal agencies most concerned with training for manpower objectives: the Department of Labor and through it the State and local employment service offices, and the Department of Health, Education, and Welfare, and through it the State and local vocational education agencies.

The roles that these two great Departments will perform are thus clearly those which have been traditionally assigned to the two agencies and will be closely coordinated under the manpower bill. Thus, one of the most constructive aspects of the bill is that it brings together into a working partnership those separate but indispensably related activities: vocational education and employment service functions.

I think the gentleman from the other side of the aisle, the gentleman from Missouri [Mr. CURTIS], has already hailed the Education and Labor Committee for its success in coordinating the operations of these two agencies of Government in this legislation.

Mr. Chairman, there is just one other point to which I want to address myself in connection with this bill, and it is this: It was contended earlier this afternoon that on the whole this program would only duplicate existing programs. I think this is an inaccurate statement. It is true that there are today in exist-

ence several very important vocational rehabilitation programs. However, there does not exist any general program for the some 4½ million persons who are now unemployed. Most important among these programs to which I make reference are those that deal with the Smith-Hughes and George-Barden Acts, but they can spend only a part of their available funds for training suitable for employed workers and what is available for appropriate training is insufficient. But the fact that there are some 4½ million unemployed in the United States, a condition from which our country has been suffering in recent months and years, shows very clearly that these existing programs are simply inadequate to cope with the situation.

The veterans' programs are for veterans only and are now a relatively minimal operation. The training program provided by the Indian Bureau is for Indians only, and, of course, deals with only a very small segment of our population.

The vocational rehabilitation programs are only for the handicapped and spend most of their funds on special medical services. The vocational educational programs under the Smith-Hughes and George-Barden Acts can spend only a part of their available funds for training suitable for unemployed workers, and what is available for appropriate training is insufficient.

The Veterans' Administration, to cite just one example in some detail, has administered several different veterans' rehabilitation, educational, and training programs. Best known of these are the World War II GI educational bill, a similar bill for Korean veterans and the War Orphans Act.

Some of the veterans' educational benefits are expiring or have expired, such as the World War II GI bill. In addition, most of the educational assistance under the Korean Act was for a different type of education than will be provided in the manpower development and training bill, since most of the assistance provided under that act was for higher education.

I have in my hand some of the latest figures, for example, of rehabilitation programs under the Veterans' Administration. In training as of December 1961 there were some 164,120 persons of which nearly 100,000 are in higher education programs which of course do not serve to retrain the unemployed people the Holland bill is designed to help.

A large part of the Federal money currently spent for education oriented to occupational training is that which goes for financing the programs for rehabilitating disabled people and placing them in suitable jobs. Expenditures for this program for 1962 will probably be around \$100 million in Federal and State funds.

These programs for rehabilitating disabled workers are, however, substantially different from the training programs to be provided for unemployed and other workers under the manpower bill. A great percentage of the funds are used for the specialized services needed to physically rehabilitate the dis-

abled workers. In many cases the handicapped person needs and receives individualized training in some existing program. These vocational rehabilitation programs, like the veterans' programs, thus have their limitations, and a large part of the funds available are devoted to nontraining activities. The State rehabilitation agencies provide these handicapped individuals a wide variety of rehabilitation services which cannot be provided under the manpower bill, such as medical and surgical restoration, prosthetic appliances and maintenance, transportation, and help in establishing small business enterprises.

Another great percentage of the Federal money available for occupational training is spent for the vocational education programs under the Smith-Hughes and George-Barden Acts and the several amendments to these statutes. In 1961 this amounted to some \$48 million in Federal funds. This is still not nearly enough, however, to do the job that needs to be done, and for which the manpower bill is designed, to provide a general program for the more than 4.5 million unemployed. Only a part of the Smith-Hughes and George-Barden money is available for training programs suitable for the unemployed person, since the legislation specifies for what occupational groups the money can be spent. Nearly 4 million persons are now enrolled annually in these programs, of which at least a million and a half are in agricultural training and nearly 800,000 in home economics. Roughly only a quarter of the \$48 million goes to trade and industry occupations and of this amount two-thirds goes to training adults of the type contemplated in the manpower bill. To this extent, the training money authorized by the manpower bill—\$30 million the first year and \$58 million the second year—represents substantial and necessary beefing up of existing training programs. For many other occupational groups, such as sales and clerical, no existing Federal program provides the necessary occupational training.

It is also important to remember that the Federal Smith-Hughes and George-Barden money is only a fraction of the total money spent every year for vocational education in this country, most of it being State and local money. The States, for example, in 1961 put up almost twice as much as the Federal Government, and almost three times as much was contributed locally.

The competition for the training dollar at the State and local level is already intense and reflects the already strained budget of local school districts.

The continuing high unemployment figures show that in spite of all the vocational education which has been provided under existing programs, the employment needs of the country and of our unemployed workers are not being met.

All of these facts demonstrate the need for the type of occupational training programs provided by H.R. 8399.

Mr. Chairman, it seems to me this legislation is one of the most important

subjects this Congress will have before it this session. Certainly I hope that we in Indiana and in my own congressional district will seek to take advantage of it if it is passed. The bill has substantial bipartisan support, and I hope very much it will be overwhelmingly adopted.

Mr. GOODELL. Mr. Chairman, I yield 5 minutes to the gentleman from Iowa [Mr. GROSS].

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Chairman, I had hoped that the chairman of the House Education and Labor Committee would be present on the floor, because I wanted to ask him a question about one of his remarks.

I have read the report in connection with this bill and I do not find anywhere in the report or other material any statement of the number of man-hours or man-years of civilian employment that will be necessitated by this legislation. Can anyone on the committee give me any idea of the additional employment that will be necessary with respect to this legislation?

Mr. BRADEMAS. I have studied a little economics in college, but I must confess I am not familiar with that phrase. Will the gentleman be kind enough to define it?

Mr. GROSS. I am only quoting from the law. To put it simply, How many more civilian employees are you going to have to administer this program?

Mr. BRADEMAS. The program which is envisioned by this legislation—

Mr. GROSS. How many more people are you going to have to have on the payroll to operate the program?

Mr. BRADEMAS. The gentleman has asked a question. Does he want an answer?

Mr. GROSS. I am glad to have the gentleman answer it.

Mr. BRADEMAS. I may say to the gentleman the program envisioned by this legislation is going to be administered through existing vocational education programs which are now administered by the Department of Labor and the Department of Health, Education, and Welfare.

I yield to one of my colleagues who sat on the subcommittee for specific figures. One of the great advantages of this legislation is there will not be the necessity for some new bureaucracy.

Mr. GROSS. I would like to have something more definite than that. I want to know how many people you are going to have on the payroll to administer this program. Obviously you are not going to do it within the present setup.

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. I cannot advise the gentleman of the exact number. However, I can advise the gentleman that the title I provision, the cost of the overall direction of the program under the act, has been estimated, for purposes of the legislation, at \$150,000.

Mr. GROSS. I thank the gentleman, if that is as far as he can go, it is not enough.

Mr. Chairman, let me point out that the chairman, the gentleman from New York [Mr. POWELL], in his remarks said that the committee had done its homework on this bill. The committee has not done its homework.

Let me read from Public Law 801, section 11:

SEC. 11. (a) Each report, recommendation, or other communication, of an official nature, of any department, agency, or independent establishment of the executive branch of the Federal Government (including any corporation wholly owned by the United States) which—

(1) relates to pending or proposed legislation which, if enacted, will entail an estimated annual expenditure of appropriated funds in excess of \$1,000,000—

I am informed this proposal starts out with \$260 million—

(2) is submitted or transmitted to the Congress or any committee thereof in compliance with law or on the initiative of the appropriate authority of the executive branch, and

(3) officially proposes or recommends the creation or expansion, either by action of the Congress or by administrative action, of any function, activity, or authority of any such department, agency, independent establishment, or corporation, to be in addition to those functions, activities, and authorities thereof existing at the time such report, recommendation, or communication is submitted or transmitted to the Congress or any committee thereof, shall contain a statement, with respect to such department, agency, independent establishment, or corporation, for each of the first five fiscal years during which each such additional or expanded function, activity, or authority so proposed or recommended is to be in effect, disclosing the following information:

(A) the estimated maximum additional—

(i) man-years of civilian employment, by general categories of positions,

(ii) expenditures for personal services, and

(iii) expenditures for all purposes other than personal services.

This Committee on Education and Labor has one of the largest and one of the best paid staffs in the House of Representatives, so I am told. If I am wrong in that, I invite someone to get up and tell me I am wrong.

The CHAIRMAN. The time of the gentleman from Iowa has expired.

Mr. GOODELL. Mr. Chairman, I yield the gentleman 5 additional minutes.

Mr. GROSS. Here you are establishing this vast setup, and I say again that \$260 million is merely seed money, yet you have completely ignored the mandatory provisions of Public Law 801. It is about time the executive branch and some of the committees of Congress conformed to the laws under which we are supposed to operate and provided the information the Members are supposed to have available.

Now, I would like to ask someone if it is proposed that the Federal Government train bank tellers. I have a list here which apparently was compiled by the U.S. Department of Labor dated February 7, 1962. Is it proposed to train

bank tellers under the provisions of this bill? Is it proposed to train ticket agents under the provisions of this bill?

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. GROSS. Yes, I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. The occupations in which training will be given will be decided by the State employment agencies, and they will be occupations in which employment is available and for which qualified trainees are seeking training. Now, I cannot state definitely any one particular occupation for which training will or will not be given.

Mr. GROSS. But it will be on the recommendation of the Department of Labor. Certainly this must be construed as some kind of a recommendation on the part of the Department of Labor; is that not correct?

Mr. O'HARA of Michigan. If the gentleman refers to the same list which I have, it is a simple listing without any attempt to evaluate all of the categories and occupations which were reported by State employment agencies at a particular time.

Mr. GROSS. I find here listed a jobsetter. What is a jobsetter?

Mr. O'HARA of Michigan. A jobsetter is a gentleman who works on certain types of machines where the setting up of the machine is a very difficult task and requires a high degree of skill. He sets up the machine for the operator.

Mr. GROSS. And, if I understand correctly, if he happened to live in Montana, he might have to be sent to San Francisco—since you say this is a special skill—he might be sent to San Francisco or Los Angeles, the nearest place he could get training, and the Government would pay him 10 cents a mile and subsistence; is that correct?

Mr. O'HARA of Michigan. I would simply say that the Secretary of Labor and the Members of the House who support this bill are anxious to train as many people as possible.

Mr. GROSS. I note there is also a listed skill known as "twister tender." I wonder if this is for the training of individuals to take care of those who attend the all-night parties at the White House where they do the twist until the small hours of the morning. Is a "twister tender" related to these night club activities?

Mr. O'HARA of Michigan. I am sure the gentleman knows more about the twist than I do.

Mr. GROSS. Well, if I know more than you do, you do not know anything about the twist.

Anyway, this is very interesting. And, I hope eventually to find out just what a "twister tender" is supposed to do. You do not have any training for baby sitters listed, do you? Then I note on the list for training one word "helper." I do not know who this individual is going to help; it is just plain "helper." Help what and who? Help train a plumber to become an optician? I see there are opticians listed here for training purposes. Is he going to help an unemployed plumber become an opti-

cian, or is he going to help an unemployed optician become a plumber? Which is it going to be? You know, this list is tremendous. Training is to be offered PBX operators. The telephone company and businesses generally have been training their own PBX operators for years, but now the taxpayers are going to train them.

The gentleman from Massachusetts [Mr. O'NEILL] earlier this afternoon said he was surprised—I believe that was the word—surprised to find the telephone company conducting night training schools in Boston. Why, the telephone company has been doing this for years, training their own operators, linemen, and repairmen, and I submit if we leave them alone, they will continue to train their employees. The banks will continue to train their tellers, the railroads and airlines their ticket agents, and the grocery stores their clerks. These and a host of others of a similar nature are on this list as made available by the Labor Department.

I would still like to know from what source the money is to come, and in the hundreds of millions of dollars, to finance the programs here proposed. I have hoped that one day there would be the recognition that the U.S. Treasury is not a bottomless pit; that the financial condition of this Government is not good. I become more convinced each day that national bankruptcy is to be our fate.

Mr. O'HARA of Michigan. Mr. Chairman, I yield 10 minutes to the gentleman from Iowa [Mr. SMITH].

Mr. SMITH of Iowa. Mr. Chairman, I would like to discuss briefly at least some of the provisions of this bill that I think vitally affect a good share of our economy, and in particular the agricultural economy in this country. I think a lot of people have overlooked the very important effect that the movement of farmers off the farm has had on our total employment picture. The reason for this, of course, is that the biggest productivity increase in any sector in our economy has come in the agricultural economy since World War II. Since World War II we have had an average increase in productivity per year of 5.8 percent. Last year the increase in productivity was 7.7 percent; whereas the nonfarm productivity increase was only 2 percent last year, and on an average has been much, much less than in the agricultural segment of our economy. In other words, what has happened is that the farmers have automated much faster than the nonfarm segments of our economy. It is only natural, I suppose, as a result of this, unemployment would be much higher in the farm sector than in the nonfarm sector. So we find that farm unemployment last year totaled 14.7 percent; whereas nonfarm unemployment totaled 5.6 percent. Now, in this particular sector of our economy we do not have unemployment compensation. There is not any way for the farmer who leaves the farm to receive unemployment compensation while he is trying to get some training or reestablish himself in another job.

The very day the most skilled farmer moves to town he becomes an unskilled

city worker, either to replace a city worker that is there or to go on the unskilled unemployed list trying to get a job. So actually these skilled and efficient farmers have become unskilled city workers, and have gone on the unemployment rolls at a rapid rate in the last several years. The total of unemployed, unskilled workers in the United States has been accumulating at a rate less than the number of farmers that have been leaving the farms. I think this is significant. For example, we find that since 1955 1,255,000 persons have left the farms. The total unskilled, unemployed at the present time is estimated at 738,000. This means that the agricultural employees that left the farms since 1955 now exceed by about 50 percent the total number of unskilled, unemployed workers. Some of the farmers who left the farms became skilled workers in the city, and some of them had enough capital of their own to go on to school and some, of course, went into private business. But on the other hand many, many went on the unemployment rolls. We still have a large pool remaining in the unskilled market where too few jobs are available.

Changes in American agriculture occurred at a more rapid rate during the 5 years preceding the last agricultural census than during any previous intercensus period. Rapid advancements in technology, mechanization and production techniques have had a tremendous impact on farming. Much greater specialization and commercialization in the production of many farm products occurred between 1954 and 1959 than during any 10-year period recorded by the farm census. The number of census farms dropped from 4.8 million in 1954 to 3.7 million in 1959 and the average size increased from 242 to 302 acres. Some of the decline in number, approximately 225,000 farms, was due to a change in the definition of a census farm, but most of the change resulted from the increased size in operating units and concurrent off-farm migration of farm people. Hired farmworkers averaged 1.9 million in 1960, about 3 percent fewer than in 1959. The technological upheaval characterizing today's agriculture presents far reaching challenges to training and retraining programs for this vital segment of our Nation's manpower.

Our rural manpower supply is vital to the Nation's economy, not only in sustaining and advancing the production of food and fiber, but also in its potential contribution to other work-force segments. Our three and seven-tenths million farms now provide over 180 million Americans with a quality and quantity of food and fiber that is the envy of the world, and produce great quantities that are distributed to other populations. Production per farmworker is now twice as high as it was two decades ago but with our population growing at the rate of 1.7 percent per year, with 3 million more people to feed each year, 8,000 more every day that dawns, the challenge is apparent. Training and retraining is essential in order to develop the new and more technical competencies demanded of those who will be em-

played in agricultural occupations. Training and retraining is essential in order to accomplish the successful migration of many rural youth and adults from farming to nonfarm agricultural or other types of employment. For many, the necessary training will permit transition to nonfarm agricultural occupations. Although the number of farm operators and laborers is decreasing, the total employed in agriculture remains relatively constant. The decline in the farming segment is nearly balanced by a raise in nonfarm agriculture employment. For others, the training will be necessary to establish them in agricultural occupations.

The adjustments apparent among farmers and farm laborers alone do not constitute the total rural training and retraining needs. There are 54 million people living in the countryside and villages of rural America. When we discuss manpower training and retraining needs of rural people we are not talking about a minimal segment of the national population, we are talking about nearly one-third of America. The startling fact is that over one-half of the poverty in America is rural poverty. The number of rural families with inadequate incomes—less than \$2,500—exceeds the number in urban areas—not only percentagewise, but by actual count.

There are 4.1 million inadequately low income rural families, total money incomes from all sources, of less than the equivalent of \$208 per month, and 3.9 million such urban families. Also of significance, about one-tenth of the rural population is nonwhite, with the consequent unique added disparities of racial opportunity piled on top of the disparities of rural opportunity.

The near reversal that has occurred during the past two decades, in the necessary procedure for achieving maximum utilization of the Nation's manpower, poses a distinct challenge to training and retraining programs. During World War II and the Korean conflict, manpower utilization procedures were designed to make the fullest possible use of the skills of the work force. Unemployment and underemployment were not critical problems. Manpower was in short supply.

Today, nearly the reverse is true. The Nation has a large number of unemployed and underemployed workers and more will be displaced because of automation and other technological developments. Consequently, manpower utilization and training programs in this decade must be aimed at not only permitting entry into and increasing proficiency in existing agricultural occupations, but also at improving the competency of those in the Nation's work force who will need to qualify for other occupations.

The occupational training and retraining programs under the Area Redevelopment Act of 1961, are demonstrating the effectiveness of federally supported vocational assistance to the unemployed and underemployed. But, the provisions of this act are limited to designated economically distressed areas and relatively few of the approved

projects are for the unemployed or underemployed in agriculture. Thirty-seven projects have been approved in 15 States, involving 5,013 trainees in 251 courses for 91 occupations. Eight are agricultural projects training 128 individuals. The manpower bill will permit development of the broad programs of vocational training for the unemployed and underemployed which is so seriously needed.

The need for this program has been widely acknowledged. Both management and labor testified for the bill. At the beginning of the hearings, I doubted the need for the legislation and tended to assume that industry could train needed employees but the hearings convinced me that automation and its benefits would be greatly retarded if we were to depend upon industry much of which does not have the will or wherewithall to train the workers needed before changing production methods or starting a new plant.

The Des Moines Tribune on February 23, 1962, carried an editorial on this subject and endorsing the content of this bill which I believe is worth reading. It is as follows:

NEED FOR JOB RETRAINING

President Kennedy emphasized last week the need for creation of 25,000 new jobs each week over the next 10 years for those coming into the labor market and those displaced by machines.

The chief hope for creating the needed jobs lies in expansion of the economy generally. But individuals displaced by machines must also be able to shift to other types of employment, which frequently require a higher degree of skill. The number of lost jobs directly attributable to automation isn't known, but it unquestionably is substantial. In New York City alone the changeover to automatic elevators has displaced 40,000 elevator operators—a work force that exceeds the entire population of such communities as Burlington, Clinton, or Ottumwa.

Congress approved a limited program of vocational retraining last year. The program enables jobless workers to attend special training courses and receive a subsistence allotment during training for a maximum of 16 weeks. The program is restricted to certain hard-hit areas and residents of only about 1,000 designated counties are eligible to take part. Job retraining programs have been approved in 35 communities.

The need for vocational training isn't limited to areas with especially heavy unemployment. Experience with the present program also shows it isn't possible in many cases to acquire needed skills in a 16-week course. The administration last year proposed a broader approach that would enable communities throughout the United States to develop on-the-job and vocational training programs for workers with obsolete or insufficient skills. The proposed program, to be financed by a combination of Federal and State funds, would permit training for up to a year. The Senate last year approved a program of this kind.

The revolutionary changes taking place in industry and agriculture together with increasing foreign competition make it imperative that Congress give attention promptly to this and other proposals that would provide the opportunity for Americans to make the necessary adjustments to changing economic conditions.

Mr. Chairman, when we had this bill under consideration the committee tried to include farmers with low incomes

who want to prepare to leave agriculture within the meaning of the bill so that they could receive some on-the-job training and retraining. We provided, for example, on page 6, in section 201, that on-the-job training is designed to qualify for employment the many persons who cannot reasonably be expected to secure appropriate full-time employment without such training. This helps to define the full-time employment definition to include such farmers. Also in the priorities we determined that the persons who are unemployed should receive a priority. Originally there was discussed the possibility of including underemployed persons. It was thought that this would include farmers. I would point out, however, that many farmers are not underemployed. They may work 60 hours a week. They just do not make enough money. So, really, what we want to get included are those who are not going to have appropriate employment in the farm sector of our economy and want to retrain for a job which is available and pays better.

After the bill left our committee, several who were interested decided unemployed farmers should be more clearly defined as included in the priority.

Consequently the Senate, in considering this whole picture, tried to define this more definitely and they adopted a definition which will be included in the substitute, as I understand it, and if it was not going to be, I will offer an amendment to define unemployed persons as including those farmers that make less than \$1,200 a year.

Mr. Chairman, if we review all of these figures, we see that if we exclude the farmers who have been taken off the farms, we have been able to take care of those persons who have been automated out of their jobs in the cities. We have been able to do this through the operation of the economy in general. But when 1,200,000 former farmers were added to the list economy and retraining available was not able to take care of this particular problem. So actually I think this is a very important part of the bill.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. SMITH of Iowa. I yield.

Mr. GROSS. I was surprised because I could not find in this list of jobs of one kind and another very much for the training of workers on the farms. What is the story on that?

Mr. SMITH of Iowa. I think the reason for that is evident from what I have just said: that 1,200,000 have left the farms in the last 6 years.

Mr. GROSS. Mr. Chairman, if the gentleman will yield further; but then some of these people might like to go out and work on the farm and be a midwife for a cow, when it is below zero, in a cold barn. And they ought to be trained to take care of the lamb crops that are coming on. As the gentleman well knows, that is a really exhilarating experience, to sit out there in a cold shed and help the lambs come along.

Mr. SMITH of Iowa. That is a nice experience that I have had many, many times. But I would like to point out to the gentleman that he has just given

us an illustration of how this program will operate and will avoid training people for jobs that do not exist. We already have a surplus of the lamb tenders. We may not have the twister tenders, but we have too many of the lamb tenders.

Mr. GROSS. If the gentleman will yield further, we would like to spread the good things of life around to those people who have not had some of that experience out there in subzero weather. Why not spread the good things of life around and give the farmers a little bit of a break in this bill?

Mr. SMITH of Iowa. I think the farmers will get a break if this bill passes. I think the gentleman will find that the farmers around Waterloo will be taking retraining by the gross.

Mr. GROSS. I thank the gentleman. I consider that a real compliment. And we should give some of the people in the cities the chance to go out and learn how things operate out there.

Mr. SMITH of Iowa. We do not want these people to meet their Waterloo just because they have to move to Waterloo but instead want them to find a job.

Mr. GROSS. I would like to ask the gentleman from Iowa, Where is it proposed to dig up the money for all of this? This is just the seed stock, this \$260 million. Where are we going to get the money for this job?

Mr. SMITH of Iowa. Mr. Chairman, I would point out, having served on a welfare board, and I know the gentleman is very well acquainted with this; if there is anything we cannot afford it is to continue year after year after year the people on welfare who could be rehabilitated when we know that about 20 percent of those people are retrainable and could be rehabilitated at a cost much less than to keep them on the welfare roll; get them into some other job instead of being on the welfare roll year after year after year.

Mr. GROSS. Is the gentleman saying inversely—and I do not want to put words in his mouth—that the passage of this bill will mean the end of the welfare rolls?

Mr. SMITH of Iowa. It will mean the reduction of those 20 percent that are retrainable and rehabilitatable who are on the welfare rolls now. It will reduce that considerably, or it should reduce that considerably.

Mr. GROSS. Mr. Chairman, if the gentleman will yield further, since the New Frontier came into the picture in Washington I have never heard of so much unemployment as I have this afternoon. I thought that real progress had been made. I have been reading about the real progress that the New Frontier has made in reducing unemployment. This afternoon we have had unemployment all over, up and down one side and the other of this Chamber, when we have been hearing nothing but unemployment.

Mr. SMITH of Iowa. If it had not been for the work of this committee and people like the chairman who have been working on it, the situation would have been much worse. While there is less today, that is not to say that there is no unemployment. I am sure the

gentleman knows that there is unemployment in Iowa as well as elsewhere. All you have to do is to go down to the employment security commission and look at the list of people coming off the farms seeking some kind of job.

Mr. GROSS. Mr. Chairman, if the gentleman will yield further, I hope he will help me get a few New Yorkers out to Iowa to help take care of the pig crop that is coming on, the calf crop.

Mr. SMITH of Iowa. I hope we do not have too many new producers of pigs or the price will be too low.

I want to say, in closing that I was one of the doubters when this bill first started in the committee. I commend the gentleman from Pennsylvania [Mr. HOLLAND] because he certainly saw this problem long before most of us realized it really existed. When we first started hearings on this bill I thought, "Why does not industry take care of this? If they need to retrain people they ought to retrain them," but, as the hearings progressed we were told by both industry and management that automation was coming so fast and so greatly needed to keep up with the world competition, that industry would just simply not be able to do enough without some assistance. I was finally convinced from the facts that this legislation is needed.

The CHAIRMAN. The time of the gentleman has expired.

Mr. GOODELL. Mr. Chairman, I yield such time as he may require to the gentleman from Nebraska [Mr. CUNNINGHAM].

Mr. CUNNINGHAM. Mr. Chairman, I have long been interested in the type of important legislation which is now before us and I shall support it as the most important means that I know of to relieve chronic unemployment which we note is general in many sections of the country. It is my feeling that we never fully recover employmentwise from the series of recessions that happen within our economy from time to time. I am convinced that the unemployment figures after the recession has run its course remain high because of the fact that jobs are lost through automation and the shifting of skills.

I have long been favorable to this needed legislation and last October I spoke at length on this subject before the Nebraska State AFL-CIO convention in Omaha, Nebr. During my presentation I outlined the problem as I saw it and which I believe now we are all aware of and I pointed out that this has been a bipartisan effort. I did then and I do now want to pay a special tribute to the gentleman from Pennsylvania [Mr. HOLLAND] who kindly took of his time to discuss details of the legislation with me during the 1st session of the 87th Congress, which proved most valuable in presenting this entire problem to the people with whom I spoke and communicated.

Mr. Chairman, there may be some alterations in the legislation of a minor nature which may be made, but I urge upon the Members to give this bill their wholehearted support because it is so vital to a vibrant economy and so necessary at this time.

Mr. O'HARA of Michigan. Mr. Chairman, I yield such time as he may require to the gentleman from Ohio [Mr. FEIGHAN].

Mr. FEIGHAN. Mr. Chairman, the United States has long held the lead as the foremost industrial nation in the world. Our economic strength in times of peace and in times of global conflict has demonstrated the meaning of a free economy in our free society. The productive genius of that free economy has lifted the burden of heavy labor from the backs of the American workingman while providing a standard of living for all Americans unequaled in the history of the world. That same productive genius has, in times of strife and war, defended the values of our free society and the cause of human freedom on far-flung battlefronts.

Today our Nation is passing through a technological revolution. The great scientific advances and breakthroughs of the postwar period have been harnessed to our national industrial complex. As a result there has developed a production capability in many basic industries which maximizes the use of technology and minimizes the use of manpower. This we have come to call automation.

Automation has caused and will continue to cause human upsets of a very serious nature. When manpower is replaced by high-speed, precision machines, the social and economic values of our free society are endangered. The danger lies in not making provision for the use of productive manpower which is displaced by automation. Unemployment and underemployment are the first problems arising from this trend. It is now apparent that unemployment for a large number of productive workers is both acute and prolonged. It is equally apparent that our problems of chronic unemployment will not be resolved by the normal upturn of our economy. There is a hard core of unemployed workers who will remain unemployed unless large-scale, cooperative efforts are made for their occupational retraining.

Such occupational retraining is necessary to provide these workers with new skills, the kinds of skills required by the rapid technological advances of the past decade. The alternative to such a worker retraining program is acceptance of a growing, hard core of unemployed workers with all the social and economic evils such a defeatist attitude is sure to generate. This we cannot afford. This we must not permit to happen. We must take positive action now to conserve our human resources in this period of national transition from an industrial economy to a technological economy.

H.R. 8399 is by no means a panacea for our problems or the only guideline to our national objective of maximum employment and a more fully productive work force. It is but one step in the right direction. Much more will need to be done in creating job opportunities geared to the technological age in which we live. It is estimated that 26 million new workers, our youth, will enter the labor market seeking jobs during the 10-year period ahead. Some 4 million new

job opportunities must be created and stimulated each year if our Nation is to meet the needs of an expanding population. Our answer must be an ever-expanding national economy which fosters free, competitive enterprise and promotes the general welfare of all our people. The same pioneer spirit which produced the scientific discoveries leading to automation must now be turned to the development of new industries which will provide maximum employment and advance the common good. This is the new frontier we must explore and master in the decade of the 1960's.

Meanwhile, Government has a clear responsibility to harness the creative spirit and know-how of business and organized labor to resolve the economic and social problems caused by automation. This is not a task for Government alone. Nor is it the sole responsibility of business or organized labor. It is a challenge common to all.

Mr. Chairman, for the past several years I have attempted to call public attention to the dangers of rapid automation which occur when reasonable provisions are not made for the occupational retraining of workers displaced by highly productive machines. I have expressed concern that the problems of worker displacement would reach unmanageable proportions unless programs were developed to cushion the human impact of automation. The problems of chronic unemployment are now of such magnitude as to require a large-scale effort by the Department of Labor, with the cooperation of business and organized labor, to turn the tide before it is too late. I, therefore congratulate the Committee for the leadership it has taken in this matter, and urge the adoption of H.R. 8399.

Mr. O'HARA of Michigan. Mr. Chairman, I yield such time as he may require to the gentleman from Ohio [Mr. VANIK].

Mr. VANIK. Mr. Chairman, I am pleased to join in support of this legislation to train and more effectively utilize the manpower resources of the country.

Progress and automation have taken a steady toll of employment opportunities. Our increasing population and labor force make it necessary to create 4 million new jobs each year to accommodate the 1½ million new workers entering the labor market and the 2.5 million persons who lose jobs to automation each year. The Nation appears to be falling behind in its effort to provide full employment opportunities without inflation.

In my community of Cleveland the unemployed includes thousands of persons who have been chronically unemployed for a long period of time. For many, the prospects are discouragingly remote for return to regular, gainful employment. Such discouragement can soon lead to despair. While many of the unemployed are in their advanced years, there is a critical number who are young, more recent members of the work force.

Every day, every week, and every month throughout the year additional workers are displaced through automation. Simultaneously, the development

of new industrial equipment and methods requires new and changing skills unavailable in many labor markets. While millions persist in unemployment throughout the Nation, job opportunities are advertised for applicants with special training qualifications.

It will well serve the entire Nation if training can be provided those of the unemployed who are retrainable for demanded skills and for employment opportunities that do exist. Preparing the men for the job will prove to be good public business. This bill is a giant step in the right direction.

Mr. GOODELL. Mr. Chairman, I yield such time as he may require to the gentleman from New York [Mr. LINDSAY].

Mr. LINDSAY. Mr. Chairman, I rise in favor of this legislation and also in favor of the bloc of amendments that will be offered by the gentleman from New York [Mr. GOODELL].

Mr. Chairman, this is extremely important legislation. I think the problem of automation comes close to being the No. 1 domestic problem facing us in the United States today. This bill is a large stride forward toward solving that problem.

(Mr. LINDSAY asked and was given permission to revise and extend his remarks.)

Mr. O'HARA of Michigan. Mr. Chairman, I move that the Committee do now arise.

The motion was agreed to.

Accordingly the Committee rose, and the Speaker having resumed the chair, Mr. MAHON, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (H.R. 8399) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes, had come to no resolution thereon.

RESIGNATIONS FROM CANADA-UNITED STATES INTERPARLIAMENTARY GROUP

The SPEAKER laid before the House the following communications which were read by the Clerk:

FEBRUARY 27, 1962.

Hon. JOHN W. MCCORMACK,
Speaker, U.S. House of Representatives,
Speaker's Offices, U.S. Capitol, Washington, D.C.

DEAR MR. SPEAKER: Due to unanticipated circumstances, it becomes necessary for me to submit my resignation as a member to the sixth session of the Canada-United States Interparliamentary Conference.

Very truly yours,

HAROLD D. DONOHUE.

FEBRUARY 26, 1962.

Hon. JOHN W. MCCORMACK,
Speaker, U.S. House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: With genuine regret, I hereby resign as a member of the Canada-United States Interparliamentary Group because of unexpected commitments which will command my attention during the time of the conference.

With best wishes, I am,
Sincerely yours,

PHILIP J. PHILBIN.

The SPEAKER. Without objection, the resignations are accepted.

There was no objection.

A NATIONAL LOTTERY

(Mr. FINO asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. FINO. Mr. Speaker, while some of the Members of this Congress as well as other Government officials still express fear that a national lottery might raise economic, social, and moral issues, the wheels of fortune still continue to spin merrily in 24 States throughout this country pumping out tremendous tax revenues from race track betting.

The report on horseracing in the United States for the year 1961, just released by the National Association of State Racing Commissioners, reveals some interesting and startling revenue figures. It shows that \$3,466,943,158 was wagered in these 24 States where gambling on horseracing is legal and proper. This is an increase of over \$108 million from last year. It further reports that the revenue to these same States amounted to \$264,858,077. Here again, an increase of almost \$7 million from last year. New York State is reported taking in over \$99 million in additional income—\$2 million more than last year. Also, in spite of our sanctimonious attitude about gambling, our Federal Treasury was the recipient of additional millions of dollars in taxes collected on admission charges for 49,560,334 persons who attended the races during 1961—an increase of over 2½ million people from last year.

To those people who react with shocked surprise at the mere idea of legalizing a national lottery, I would like to point out that, according to this statistical report, the State of Florida again programed 8 additional racing days allotted for scholarships and charities. This means that gambling funds will again be used for the education of our young people and to help the needy. For that matter, is not all of this so-called gambling revenue comingled with other State income and used to build schools and teach our children?

This report makes one point crystal clear and that is, Mr. Speaker, that millions of American citizens throughout the United States enjoy the recreation and pleasures of gambling and that these 24 States, realizing that the urge to gamble is human and normal, have combined this universal human trait with their evergrowing need for more revenue.

Why, Mr. Speaker, all the resistance to a national lottery when every day millions of dollars are changing hands in every stock market, at every race track, at just about every sporting event that is staged? Are these transactions any different than buying a lottery ticket? Are these transactions any different than the lotteries conducted every month by thousands of civic clubs, churches and welfare organizations where automobiles, television sets, and other prizes go out to lucky ticket holders?

Yes, Mr. Speaker, if we would stop and think of how much other legalized gambling we permit every day without giving it a second thought, the idea of a national lottery is not as immoral or wicked as it sounds.

Mr. Speaker, I think the time is come for this Congress to stop playing a double role on the subject of gambling. I think the time is come for this government to wipe out hypocrisy and accept the indisputable fact that man is by his very nature a gambler and wants a chance to legally satisfy his gambling thirst.

More importantly, Mr. Speaker, I think the time is come for this Congress to realize that a national lottery, which can easily pump into our treasury \$10 billion a year, would be the only means of reducing the heavy tax burden carried by our American wage earners. Let's wake up and become realistic and sensible on this issue.

INROADS OF AUTOMATION

(Mr. SLACK asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. SLACK. Mr. Speaker, this bill under consideration is one which I can support with full confidence that we are contemplating a positive step in dealing with the inroads which automation has made into the stability of our national economy.

There is no need to review in detail the bread-and-butter necessities, the economic arithmetic, which created the circumstances leading to our consideration of a measure of this kind. We are all familiar with the pertinent statistics:

That we have today a total of 4,091,000 unemployed persons.

That this figure has declined to 5.8 percent of the working force.

But we also have 1,250,000 persons unemployed for more than 4 months.

And we have 672,000 unemployed persons who have been economically dispossessed—they have not worked for 27 weeks or more.

These statistics reveal nothing new. They simply underline a truth which has been established for more than 10 years. Each of several postwar recessions has been followed by an economic upturn, but at the peak of each upturn the number of long-term unemployed has reached a higher total than it had during the last previous business advance. It is quite clear that we are exploiting our new technology for the general welfare of the Nation, but at the specific expense of certain segments of our labor force.

Last year the Congress authorized the beginnings of one remedial approach to the solution of this problem by passing the Area Redevelopment Act. Too little time has elapsed to permit us to determine how effective the depressed area approach will be. In any case, area redevelopment is a very broad field of activity and does not contemplate retraining of workers as a first consideration. The time has come to authorize another beginning to complement area redevelopment by emphasizing action tied di-

rectly to the human element in the total problem.

Some strong reservations concerning the validity of the retraining concept and the precedents which might be established by the adoption of this bill have been expressed in this Chamber. I have no desire to question the good faith of the opponents or to cast doubt on their sincerity. As one who represents a district in which several counties record long-term unemployment of over 20 percent of the working force, however, I feel obligated to place on the record certain convictions based on firsthand experience with the problem which has, of itself, aroused strong support for this proposal.

It has been said that the proposed retraining program will probably not succeed, will miss the heart of the problem, because previous retraining efforts have had only limited success.

In response I would comment that we lack a proper yardstick by which to measure probability of success. Previous retraining programs under the sponsorship of political and economic groups have been fragmentary or of a special objective character. No retraining program can positively guarantee that an unemployed person will automatically become an employed and productive citizen.

Worker retraining will not create job opportunity — only capital investment can do that—but it will vastly increase the chances of those who now have no chance at all, and if we have lost the courage to gamble on the initiative and energy of our own citizenry, then we are taking a long step backward indeed.

Some doubt has been expressed regarding the persons who would be retrained, and whether or not they would use this program for the purpose intended. We must realize that we are dealing with only one category of persons—the unemployed-employables, who can and will work if they are reoriented and directed toward those segments of the economy which are expanding. From personal experience I can testify that about 7 out of every 10 unemployed persons in my district who have been jobless for 26 weeks or more can be considered unemployed-employables, physically able to work and eager to earn a wage.

The question has been raised as to whether or not this program might become permanent. Indeed it might. And is that necessarily bad for the Nation? The best trained professional persons in this country make a practice of taking refresher courses to keep abreast of developments in their fields—to master the latest specialized information which they must use frequently. If retraining becomes a built-in phase of our continuous economic revolution, if portions of our working force regularly pass through such training on the way from idleness caused by technological advance to an upgraded status in another section of the economy, then the program will be fulfilling its function.

If you consider the alternatives you may well decide that this program will be self-liquidating. What are the alternatives?

More unemployment compensation?

More agricultural surplus commodities?

More food stamp plans for an indefinite number of years?

More broken homes, with the breadwinner gone, leading to more money for aid to dependent children?

More collusive union-management agreements to limit work force expansion and restrict job opportunity?

More tax proposals to discourage enterprise management or hinder modernization of our industrial system?

We want no more of any of these, and we all know it. We support amortization and tax writeoff programs for tools, structures, and devices. It has now come to be the time for parallel action in the field of human talents and endeavors.

Let it be said that an American working man has, not one industrial career, but 2 or 5 or 10 if necessary in his lifetime—so long as he is able and willing to work and to learn and relearn to work again. We must create a working force whose flexibility and adaptability matches the tremendous range of improvements now flowing from the experts in the new technology.

Concern has been expressed that the retraining program might provide improper advantages for particular firms or industries. This is not sufficient cause to oppose the program; it is a matter which can be handled by effective administration of the authority which we are delegating to the Secretary of Labor.

The suggestion has also been heard that the retraining program might undermine worker incentive to self-improvement and encourage the feeling that the Federal Government is responsible for the future of all unemployed persons. Some persons may well be so affected, but experience indicates to me that such persons would not work anyway. They are not properly among the unemployed employables. They are marginal citizens and they like it that way. They are a minority which has always been with us and perhaps always will be.

No person who has not had the experience himself can appreciate the impact of 40 or 50 consecutive weeks of unemployment on a man who has worked steadily all of his previous life. There is a loss of status which is never really forgotten, and a loss of identity with the community—a frozen immobility which simply makes the unemployed person unable to understand what happened, or how, or why it happened to him. The experience itself is grievous enough, and the consequences are far-reaching, but when there is no alternative to continued idleness, then we can expect nothing but social disaster for the worker and his family.

The victim of long-term unemployment needs this alternative, just as the Nation as a whole needs an alternative to the present senseless growth of a larger and larger pool of industrially displaced persons.

We take great pride in our position as the No. 1 industrial nation in the world,

and we are spending billions each year to maintain that position and to defend the principles on which our success is based. In that connection, and with reference to the pending measure, I would like to call your attention to a phrase made famous by our professional athletes. They speak of the "second effort," and say that there are many great athletes, but the champions are those who can meet an obstacle and surmount it with a second effort of drive and determination.

In our programs to counter the effects of automation on our working force we too need a second effort because our first efforts have not completed the job. This retraining program is a second-effort try as part of our determination to continue as international champions in productivity and resourcefulness.

WILL THE DOMINICAN REPUBLIC BECOME ANOTHER CUBA?

(Mr. ANFUSO asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. ANFUSO. Mr. Speaker, I recently spent 3 days in the Dominican Republic, from Thursday, February 15th, to Sunday, February 18. I went there because I was very much concerned about the country and about the present situation there. Frankly, I fear that the Dominican Republic may become a second Cuba. Six months before Castro came to power in Cuba I warned that he was no liberator and that he was a communist. Unfortunately, time proved that my analysis of the situation was right.

I am very much afraid that we are drifting into a similar situation in the Dominican Republic. That was the purpose of my going down there, that is, to learn the true facts, and if the situation warrants it to warn my colleagues in Congress.

I am today reporting to the Congress that the situation in the Dominican Republic is worse than I had anticipated. Unless we act, and act fast, we may soon be faced with another communist-dominated country in the Caribbean. Only a couple of hundred miles away from our shores. If this should happen, Haiti would not be able to hold out long and our whole position in the Caribbean and the western hemisphere generally would be dangerously exposed.

Mr. Speaker, here are some facts that I discovered during my visit to the Dominican Republic:

First. Fidel Castro agents are infiltrating every branch of the Dominican Government, industry, labor, the state university and other sectors of Dominican life.

Second. The 14th of June Movement is a well-organized, militant group, with definite communist leanings. During my visit there, demonstrators associated with this movement burned an American flag, and an Associated Press reporter, Robert Berrellez, was beaten up.

Third. I wanted to address the state university, but Dominican officials and our own Chargé d'Affaires warned

against it because of possible, well-organized demonstrations by the students belonging to the 14th of June movement, which the Government was powerless to control.

Fourth. The country is on the verge of bankruptcy and may soon be ripe for a Communist takeover, unless political stability and a sound economic base are established.

Fifth. A sound economic base must be centered on sugar production and exports, which account for 70 percent of the country's economy.

Sixth. Loans alone will not help, I am convinced. In addition to loans, we can promote the future stability of the Dominican economy through a U.S. sugar quota of not less than 1 million tons for 1963.

Seventh. We must also provide material assistance to those parties in the Dominican Republic which are friendly to the United States and are strongly anti-Communist. The leftist organizations are getting plenty of financial help from Castro agents, which is undoubtedly emanating from the Soviet Union.

Mr. Speaker, at the end of 1960 the U.S. Government, in order to weaken the Trujillo regime and hasten its overthrow and its replacement by a democratic government, imposed a special import fee of 2 cents per pound on Dominican sugar shipped to the United States under nonquota allocations. This action caused the Dominican sugar industry to receive \$21 million less for its exports than the actual market value. That \$21 million went to the U.S. Treasury. In so doing the United States prevented it from going into the pockets of the Dominican dictator Trujillo to further enrich him and his family, which owned the sugar mills, factories, farms, and so forth.

As soon as the Trujillo regime had been replaced by a democratic form of government, the sanctions imposed by the Organization of American States—which had formed part of the legal basis for the action of the United States—were lifted.

In a measure, then, the \$21 million which the United States had received should be considered as having been held in trust for a democratized Dominican sugar industry, which now belongs to the Dominican state and, therefore, to the people of the Dominican Republic. It has been agreed by all parties concerned that the funds returned to the Dominican Republic will be wholly used for social works—housing projects and the like—for the benefit of the Dominican population.

A gesture of this type on the part of the United States, that is, returning the money to the Dominican people, would help to strengthen the alliance for progress and would hasten the reestablishment of friendly relations between our two countries. Needless to say that many of the Dominican people still resent the support given to Trujillo by the United States. If this money were not to be returned, this fact would be utilized by the leftist Castro forces now operating in the Dominican Republic to foment hatred of the United States.

In connection with the sugar situation, which is of tremendous importance to the Dominican economy and its future stability, a start has been made by our Government in granting a sugar quota for the first 6 months of 1962 in the amount of 464,000 short tons, raw value. But we must not stop there. It is of vital importance—in fact, urgent—that we grant a sugar quota for the second half of this year of a quantity at least equal to that of the first half. "Without this," Dominican Government officials told me during my visit there, "we anticipate an economic collapse and political chaos."

What is further complicating the sugar situation is the fact that agricultural and factory wages in the sugar industry have increased this year from a minimum of 70 percent to a maximum of 120 percent. This means that the cost of production has been greatly increased, which exceeds the low world sugar price. The encouraging thing here is that profits no longer go to the Trujillo family, which previously owned and controlled the sugar industry, but are now utilized for the benefit of the people.

Mr. Speaker, at this point I want to quote from a message by Dr. Salvador Ortiz, Secretary of Commerce of the Dominican Republic, the section entitled "Ruinous Aspects of the Suggested Global Quota System":

The U.S. Sugar Act expires on June 30, 1962. It is understood here that the U.S. Congress will deliberate on a new sugar act and decide on changes in the current act or extend the present act.

The President of the United States, in his budget message to the U.S. Congress on January 18, 1962, proposed a radical change in sugar legislation. He recommended that the difference between the domestic and world price of sugar, which is currently received by foreign suppliers of sugar, will be retained by the United States to the extent permitted by existing international agreements.

This, as is commonly understood, means that the United States would buy sugar from foreign countries at the "world price" for sugar. That price is a frightfully depressed price, markedly below the cost of production. It is a dumping price. It covers only about 10 percent of the world's production. It is a market for sugars which are homeless.

Today the world price of sugar is \$2.34 per 100 pounds and it can be conservatively stated that no country in the world can produce sugar at such a low price. Certainly the Dominican Republic cannot. And if the Dominican Republic is obliged to sell sugar at such a price it would be reduced to abject poverty and economic ruin.

While the sugar situation is the key to the country's economic stability, it is no less important to watch the political situation in the Dominican Republic very carefully. For example, it is urgent to see that leftist organizations do not gain control of the constitutional convention scheduled for June 1962. It is equally important that the elections, which are scheduled to be held in December 1962, produce a strong democratic government which can arrest further Communist infiltration.

Finally, I want to touch on a personal note. While I was in the Dominican Republic, the editor of the morning

newspaper, *El Caribe*, German Ornes, personally attacked me as a friend of dictators. Nothing can be further from the truth. This is not only baseless, but too ridiculous for words. My record in Congress and my efforts in strengthening the democratic forces in Latin America are an open book for all to see. I was truly puzzled to know why this editor would attack me.

In checking on German Ornes, I discovered that in the years from 1948 to 1955 he served as a stooge of Dictator Trujillo as editor of the same newspaper *El Caribe*, which was Trujillo's mouth-piece. In fact, several years later Ornes bought the newspaper with the aid of a loan from the Trujillo government. In October 1955, however, Ornes incurred the Dictator's enmity for publishing a picture of a group of flower-bedecked children placing their flowers at the base of a Trujillo bust, but the newspaper caption mistakenly reported that this was taking place at Trujillo's tomb. The next day Ornes left for a press meeting in the United States and refused to return to the Dominican Republic. Now, this man, who openly admits that he played ball with Dictator Trujillo and served as his mouth-piece for many years—and probably would have continued in that capacity for many more years, were it not for the mistake with the picture—dares to attack me because I came to the Dominican Republic to study the situation and to learn how best we can help that country attain economic stability.

I believe there is another reason for his attack, aside from his desire to show that by attacking me he wanted to break from his past association with Trujillo. While in the Dominican Republic, I met with a group of businessmen who are associated with the Business Council for International Understanding. This council seeks to promote better relations between the United States and other countries through a program of projects which are more suitable for private efforts than through the Government, such as 4-H Clubs, Boy Scouts, English language instruction, cultural programs, and the like. A very successful project of this type is operating in Mexico and I inserted a report on the Mexican project in the *CONGRESSIONAL RECORD* of June 1, 1961, pages A3882-A3884. Evidently, Ornes may be thinking that these efforts would win away some of the Dominican people, particularly the youth, from leftist influences and give them an appreciation of America and our democratic ways. His attack on me, therefore, serves a double purpose: He used it to slander American business efforts to aid his people, and it strengthens the hands of the leftists.

Incidentally, about a month ago this same Señor Ornes asked for the removal of two of our staff members attached to the U.S. Embassy in the Dominican Republic, and now he has asked for the removal of our labor attache there, Fred Somerford, on the ground of alleged interference in Dominican affairs. He is very definitely anti-United States, according to all reports I have received.

The present council of the Dominican Government is headed by President Rafael Bonnelly and ably assisted by such distinguished men as Donald I. Reid Cabral, Dr. Nicholas Pichardo, Secretary of Finance, Dr. Manuel Tavares, and the Secretary of Commerce, Dr. Salvador Ortiz. These men are responsible leaders. They recognize the dangers facing their country and they have asked for help from the United States in their efforts to bring about an independent Dominican Republic free of Communist influences.

In conclusion, it is quite clear to all of us that the struggle for an independent Dominican Republic and a friendly Dominican Government is very important to the United States. If we sit back and do nothing to help bring that about, I am convinced that the Dominican Republic could be lost in 90 days. All we have to do is let the Communists and the Castro agents fan the political passions of the mob, and it won't be long before a revolt-ridden and chaotic situation will make the country ripe for a Communist takeover.

If we fail now in the Dominican Republic, we will have another Cuba on our hands and our position in Latin America will be further endangered. It may later cost us much more both in money and in lives to regain what we stand to lose if the Dominican Republic should go Communist. I know the Dominican people, who, like the Cubans and the other Latin American peoples, are friendly, deeply religious, proud of their ancestry and their country. We cannot and we should not let them down. The lesson of Cuba is too grim and too fresh in our minds.

FEDERAL-STATE RELATIONSHIPS IN PUBLIC WELFARE

(Mr. BECKER asked and was given permission to address the House for 1 minute, to revise and extend his remarks, and to include extraneous matter.)

Mr. BECKER. Mr. Speaker, I believe it is most important and highly enlightening to insert in the *RECORD* a statement by the New York State Board of Social Welfare outlining problems in Federal-State relationships in public welfare and proposals for their solution. Along with the statement are accompanying resolutions of the State board for legislation to correct what the board points out is a deteriorating situation in these relationships.

I want to express my personal congratulations to the members of the New York State Board of Social Welfare for their recognition of the gradual encroachment of the Federal Government fields that distinctly belong to the States and the localities.

As I have warned, and opposed, every time Federal-aid programs have come before the House, more and more controls must go with this aid. The statement by the board of social welfare clearly indicates that in this field it is taking its toll and has created a great deal of confusion.

I sincerely hope that in reading this statement other States will fall in line

with the recommendations of the State of New York as a basis for legislation, and action will be taken to permit the States to conduct these affairs as originally intended.

This statement was sent to all the Members in the Congress from the State of New York.

The statement follows:

STATEMENT BY THE BOARD OF SOCIAL WELFARE

This board has been concerned over the years with the many problems that have stemmed from Federal-State relationships in the public welfare field, especially with the steadily increasing domination by Federal authorities and the consequent loss of State and local autonomy.

Back in 1951, the Governor of New York State appointed the [Kelly] commission to study federally aided welfare programs and examine the problems of Federal-State relationships and the more immediate threat of withholding Federal funds because of certain variances in assistance standards and practices in local public welfare departments. More recently, the New York State Temporary State Commission on Coordination of State Activities identified the danger of the current situation in this growing complex of Federal-State-local welfare machinery.

These and other studies by New York State indicated that there was no disagreement on the fundamental objectives of all modern public welfare—to help people who have no other resources but public aid, and to provide that assistance as promptly, as effectively, and as economically as possible, in accordance with the best self-help practices. What is involved is the bureaucratic network of Federal regulations, reporting, auditing, bulletins, State letters, interpretations, conformity reviews, and a snowstorm of other administrative paper requirements.

Once again this board finds it necessary to express concern, its very real alarm, over another threat to extend Federal dominance in public welfare—the latest welfare proposals of the Federal Department of Health, Education, and Welfare. Here again, this board and the staff of the State department of social welfare do not quarrel with objectives—providing for needy people who must be helped, rehabilitating individuals who can profit thereby, and using every known modern technique for breaking the chain of dependency in sorely deprived families. Our anxiety arises from the specific ways and means proposed to reach these objectives.

These new proposals, if adopted by the Congress, would give the Secretary of Health, Education, and Welfare in Washington full power to dictate in detail to all the States, and therefore to all the thousands of local communities in the Nation that administer public welfare, just how it is to be managed—almost down to the last piece of paper.

The discretion vested in the Secretary is without limitations.

The philosophy implied and inherent is in flat contradiction to the historic concern of New York State and its localities for home rule, and ignores the basic right and responsibility of the State and its localities to decide how they will conduct their public business.

We believe that a stand must be made now, by this State and, hopefully, every other State, to stop and to reverse the trend of increasing Federal domination, of a growing complexity that is getting completely out of hand, and of the constant threats to withhold Federal funds because of alleged non-conformity with Federal regulations.

To accomplish this urgently needed change, this board proposes that—

1. Because many of these problems stem from federally required State plans, the Social Security Act should be revised to re-

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

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(For information only;
should not be quoted
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HIGHLIGHTS: Rep. Quie criticized proposed dairy program. House passed manpower training bill. Rep. Murray introduced pay bill.

HOUSE

MANPOWER TRAINING. Passed with an amendment S. 1991, the proposed Manpower Development and Training Act after substituting the language of a similar bill, H. R. 8399, as amended (pp. 2777-2803, 2805-7, 2811, 2811-2). Conferees were appointed (p. 2803). Prior to passage of S. 1991, passed by a vote of 354 to 62 a similar bill, H. R. 8399, after agreeing to an amendment in the nature of a substitute by Rep. Holland. As passed the bill includes provisions as follows:

Provides that the Secretary of Labor shall evaluate the impact of automation on the Nation's human resources and develop techniques which will predict the potential impact in advance; appraise manpower development efforts to meet foreseeable manpower needs; promote information concerning manpower; and arrange for general research and investigation to further the purpose of the program. Requires the Secretary of Labor to develop information regarding skill requirements, job opportunities, labor supply, and employment trends for use in performing training, counseling and placement activities under the program. Requires the Secretary of Labor to promote the development of training programs designed to qualify for employment persons who cannot reasonably be expected to secure full-time employment without such training. Provides for a program of testing, counseling, selection, training and placement of unemployed or underemployed persons. Authorizes Federal payments to States to pay weekly Federal training allowances to persons undergoing training for periods not to exceed

52 weeks. Requires the Secretary of Labor to develop programs for on-the-job training and to cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training with vocational training programs. Authorizes agreements with States to provide training or retraining of persons under this program by State vocational education agencies. Requires the Secretary of Labor to use available services or facilities of other agencies. Provides that funds appropriated for this program may be transferred between departments and agencies. Requires that no training program financed in whole or part by the Federal Government under the bill is to be approved unless it is apparent that neither the State nor the locality where the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including programs under provisions of the Smith-Hughes Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions which are unrelated to the provisions or purposes of this bill.

2. FARM LABOR. The Select Subcommittee on Labor of the Education and Labor Committee voted to report to the full committee the following bills: p. D123
S. 1124, to provide a program of Federal financial assistance to the States to improve education opportunities for migratory workers and their families;
S. 1126, to provide for the establishment of a system of Federal registration for farm labor contractors (or crew leaders) of migratory farm workers;
S. 1123, to amend the Fair Labor Standards Act so as to extend its provisions to certain children employed in agriculture; and
S. 1132, to provide for the establishment of a National Advisory Council on Migratory Labor to advise the President and Congress on all matters relating to migratory agricultural labor.
3. FORESTRY. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 9822, to provide that lands within the exterior boundaries of national forests acquired under Sec. 8 of the Taylor Grazing Act may be added to the national forests. p. D123
4. RECLAMATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) with amendment H. R. 529, to authorize the construction of the Mann Creek reclamation project, Idaho, and S. 2008, to modify the authorization for construction of the Spokane Valley reclamation project. pp. D123-4
5. PUBLIC LANDS. The Interior and Insular Affairs Committee reported with amendment H. R. 9097, to authorize the Secretary of Interior to sell certain public lands in Idaho (H. Rept. 1393). p. 2818
6. FARM PROGRAM. Rep. Quie criticized the dairy provisions of the proposed farm bill as being too stringent and stated that "any of the present problems which would be solved would be dwarfed compared to the great problems that would be created." p. 2810
7. INSPECTION; RESEARCH. The Subcommittee on Inter-American Affairs of the Foreign Affairs Committee reported to the full committee H. R. 9883, to authorize construction of a toll bridge across the Rio Grande near Los Indios, Tex. p. D123
8. TARIFF CLASSIFICATION. The "Daily Digest" states that the Ways and Means Committee "directed the chairman to introduce a clean bill in lieu of H. R. 9189, the Tariff Classification Act of 1961." p. D124



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Congressional Record

PROCEEDINGS AND DEBATES OF THE 87th CONGRESS, SECOND SESSION

Vol. 108

WASHINGTON, WEDNESDAY, FEBRUARY 28, 1962

No. 29

Senate

The Senate was not in session today. Its next meeting will be held on Thursday, March 1, 1962, at 12 o'clock meridian.

House of Representatives

WEDNESDAY, FEBRUARY 28, 1962

The House met at 12 o'clock noon.

The Chaplain, Rev. Bernard Braskamp, D.D., offered the following prayer:

Isaiah 12: 2: *Behold God is my salvation; I will trust and not be afraid.*

Eternal God, whose divine love always responds to those who truly seek Thee, we are again entering into fellowship with Thee through the gateway of prayer which is never closed to those who come unto Thee with a humble spirit and a contrite heart.

May each new day be one of unclouded vision for our President, our Speaker, and all the chosen representatives of our Republic as they take counsel together and courageously seek to deliver suffering and struggling humanity from the evil forces of aggression and aggrandizement.

Purge us from everything which dwarfs and deadens our capacities for noble service and may we discharge all our duties and responsibilities with a pure and steadfast devotion.

In Christ's name we pray. Amen.

THE JOURNAL

The Journal of the proceedings of yesterday was read and approved.

SWEARING IN OF MEMBER

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that the gentleman from New York, Mr. BENJAMIN S. ROSENTHAL, be permitted to take the oath of office today. His certificate of election has not arrived, but there is no contest, and no question has been raised with regard to his election.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

Mr. ROSENTHAL appeared at the bar of the House and took the oath of office.

CANADA-UNITED STATES INTER-PARLIAMENTARY MEETING

The SPEAKER. The Chair makes the following appointments, which the Clerk will read:

The Clerk read as follows:

Pursuant to the provisions of section 1, Public Law 86-42, the Chair appoints as members of the U.S. delegation of the Canada-United States Interparliamentary Group for the meeting to be held in Ottawa, Canada, from February 28 to March 4, 1962, the gentleman from California [Mr. JOHNSON], and the gentleman from Hawaii [Mr. INOUYE], to fill the existing vacancies thereon.

COMMITTEE ON BANKING AND CURRENCY

Mr. MILLS. Mr. Speaker, I offer a privileged resolution (H. Res. 553) and ask for its immediate consideration.

The Clerk read as follows:

Resolved, That HAROLD M. RYAN, of Michigan, be, and he is hereby, elected a member of the standing committee of the House of Representatives on Banking and Currency.

The resolution was agreed to.

A motion to reconsider was laid on the table.

CORRECTION OF THE RECORD

Mr. FORRESTER. Mr. Speaker, I ask unanimous consent that the language appearing in the CONGRESSIONAL RECORD of February 26, 1962, page 2694, left column, reading as follows: "Mr. FORRESTER. It was not very well stated, either, about the American Legion and the Veterans of Foreign Wars," be stricken, for the reason that it is incorrect and that the actual language used, to wit: "I know the names of the American Legion and Veterans of Foreign Wars do not appear in that telegram, and I seriously doubt that those or either of those organizations approve the substi-

tute" be inserted in lieu thereof in the permanent RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Georgia?

There was no objection.

CORRECTION OF ROLL CALL

Mr. KEARNS. Mr. Speaker, on roll-call No. 24 on February 27, a quorum call, I am recorded as absent. I was present and answered to my name. I ask unanimous consent that the permanent RECORD and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

Mr. POWELL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for further consideration of the bill (H.R. 8399) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes.

The SPEAKER. The question is on the motion offered by the gentleman from New York.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H.R. 8399, with Mr. MAHON in the chair.

The Clerk read the title of the bill.

The CHAIRMAN. When the Committee rose on yesterday the gentleman from New York [Mr. POWELL] had 16 minutes remaining, and the gentleman from Pennsylvania [Mr. KEARNS] had 25 minutes remaining.

The Chair recognizes the gentleman from New York [Mr. POWELL].

Mr. POWELL. Mr. Chairman, I yield 10 minutes to the gentleman from Michigan [Mr. O'HARA].

Mr. O'HARA of Michigan. Mr. Chairman, during the course of yesterday's debate a number of questions arose with regard to the fashion in which this bill, if enacted into law, would operate. In particular, there were questions with regard to an alleged conflict of responsibility between the Secretary of Labor and the Secretary of Health, Education, and Welfare, and with regard to the effect of enactment of this legislation upon existing vocational education and on-the-job training programs. I will direct myself to those questions.

In practical operation the manpower retraining program would work something like this: First, the Secretary of Labor would, through the facilities of the Bureau of Labor Statistics, the U.S. Employment Service and other divisions of the Department of Labor determine occupational—

Mr. KEARNS. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Pennsylvania.

Mr. KEARNS. Mr. Chairman, is the gentleman going to be able to support the amendment that will be offered?

Mr. O'HARA of Michigan. I wish to say to the gentleman from Pennsylvania that I think the proposed amendment has a number of very good features and I support both the amendment and the bill.

Mr. KEARNS. I thank the gentleman.

Mr. O'HARA of Michigan. Mr. Chairman, the first step involves the selection through testing, interviewing and counseling of persons who are able and qualified to take training and want such training for new jobs. The jobs for which they will be trained would depend upon determinations by the Department of Labor and by the various State employment agencies. They would determine what the job needs and the training needs of their area were and they would select the occupations for which trainees would be trained.

Second, the States, under the provisions of their agreements with the Secretary of Labor and the Secretary of Health, Education, and Welfare, would provide suitable training programs to equip selected trainees with the desired skills. They would use existing public and private vocational training schools and agencies and on-the-job training programs.

Mr. Chairman, during the debate yesterday, the gentleman from Georgia [Mr. LANDRUM], raised a question with regard to the operation of other vocational training programs if this program were to be enacted into law. I think it should be made very clear at this point that, as far as trainees under this program go, they must be selected and referred to training by the State employment agencies; but this would in no way affect the operation of other vocational education programs and in particular it would not require a referral

by the Secretary of Labor before taking part in existing programs such as the area vocational institute programs under the National Defense Education Act. They would continue as before.

The Federal Government would pay the cost of training under the act for unemployed trainees and up to 50 percent of the cost for trainees who have jobs of one sort or another and who are engaged in training for upgrading purposes.

During the course of the training program the Secretary would pay trainees a training allowance roughly equivalent to unemployment compensation benefits.

Persons being trained on on-the-job training programs would, of course, be receiving some payment from their employers and their training allowance would be reduced accordingly.

Mr. Chairman, with regard to this matter of training allowances, the committee believes that training allowances are essential if this program is to work. Under the employment compensation laws of about two thirds of the States, an unemployed person eligible for unemployment compensation and drawing unemployment compensation will lose his rights to those benefits if he undertakes a training program. When he undertakes a training program, he is considered no longer available for work and he is cut off from unemployment compensation. This feature of State unemployment compensation systems has been an important factor in inhibiting the use of training programs by unemployed persons. A man with a wife and two or three or four children can ill afford to give up his unemployment benefits, which he needs to pay the rent and to buy the groceries, to take a program of training. The proposal for training allowances is designed to make it possible for unemployed persons to take this training program and equip themselves for new employment without suffering a complete loss of income. They will receive an amount roughly equivalent to their unemployment compensation benefits while they are training.

Approximately one-third of the amount authorized to be appropriated will be allocated to teachers' salaries, equipment and rental of buildings which are aspects of vocational training traditionally supported by Federal funds. Approximately two-thirds of the total authorized to be appropriated would be expended for the payment of training allowances.

Finally, the bill provides for counseling and placement services through the State employment agencies for trainees who have successfully completed their courses.

Additional matter in the Holland bill sets forth the formula for the apportionment of Federal funds among the States, and provides safeguards to insure that the training offered is adequate to the purposes for which it is given, and to prevent States and other governmental units from substituting Federal programs under the act for existing local programs.

I think this last, Mr. Chairman, is a very important point because it is not our intention to merely subsidize existing vocational training programs. Funds under this act would be available only for additional training programs, over and above those presently being conducted. No State or locality could receive Federal funds for a training program under this act, if it were using those funds to reduce its local effort. They must maintain their level of local effort.

In conclusion, Mr. Chairman, I wish to emphasize that throughout this bill the utmost care has been taken to provide economical and efficient operation of the training program through maximum utilization of existing Federal and State agencies and avoiding duplication and overlapping of Federal and State efforts.

One of the ways we do this, Mr. Chairman, is through maintaining the traditional lines of authority of the Secretary of Labor and the Secretary of Health, Education, and Welfare. Throughout the history of such programs, the Secretary of Labor has been responsible for determining manpower needs and the referral and placement of jobseekers. We keep that function in the Department of Labor. We do not attempt to set up a new bureau within the Department of Health, Education, and Welfare to perform the same task.

We likewise keep on-the-job training under the jurisdiction of the Secretary of Labor. That is where it has been and we do not want to make a change.

Similarly we bring in the Secretary of Health, Education, and Welfare who has responsibility for Federal vocational education programs. We retain his role of leadership of those programs. There is no change in the existing lines of Federal authority contrary to what some of the speakers yesterday might have indicated. But, nevertheless, this is the explanation for the fact that both the Department of Labor and the Department of Health, Education, and Welfare are involved in the operation of this act.

Mr. Chairman, we do not pretend that the enactment of this bill is going to solve the Nation's unemployment problem. Indeed, under the 2-year operation of the act, only about 410,000 persons could receive training. The number of unemployed exceeds four million. But, we do believe we have a responsibility to make progress toward assisting those displaced from their jobs by technological change. That is what this bill does and I urge its enactment.

(Mr. O'HARA of Michigan asked and was given permission to revise and extend his remarks.)

CALL OF THE HOUSE

Mr. EVINS. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. Fifty-six Members are present, not a quorum.

The Clerk will call the roll.

The Clerk called the roll and the following Members failed to answer to their names:

[Roll No. 25]

Bennett, Mich.	Hagan Ga.	Passman
Bonner	Harrison, Va.	Peterson
Broyhill	Hébert	Saund
Burke, Ky.	Henderson	Scherer
Cooley	Hoffman, Mich.	Shelley
Corman	Hollifield	Smith Miss.
Davis, Tenn.	Jones, Ala.	Steed
Denton	King, Calif.	Thompson, N.J.
Downing	Kitchin	Weaver
Fallon	McDonough	Willis
Gray	MacGregor	

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. MAHON, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 8399 and finding itself without a quorum, he had directed the roll to be called, when 398 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN. The Chair recognizes the gentleman from Pennsylvania [Mr. KEARNS].

Mr. KEARNS. Mr. Chairman, I yield 5 minutes to the gentleman from Florida [Mr. CRAMER].

(Mr. CRAMER asked and was given permission to revise and to extend his remarks.)

Mr. CRAMER. Mr. Chairman, I understand the Holland substitute is to be offered very shortly. I have prepared an amendment to the Holland amendment, which would take care of a rather serious situation that has been caused by the Presidential order of embargo against Cuban imports. I agree with the purpose of the Presidential order, which in part is to cut off Havana tobacco coming in from Cuba pursuant to the embargo order of the President of February 3 of this year and which generally is to deny any dollar support to Communist Cuba.

Mr. Chairman, I think this is a unique opportunity to start a pilot program under this bill to see immediately just exactly what it can accomplish. I think the Congress of the United States has the responsibility, I might add, to the some 6,000 people who are employed now in the Havana cigar leaf industry in Tampa, Fla., many of whom are going to be put out of jobs, and nearly 500 who have lost their jobs already as a result of the Presidential embargo order of August 3 stopping Havana tobacco, the raw material, coming into this country. Let me say that I agree with the Presidential order, at least to the extent of the purpose the President intended to accomplish, and that is cutting off American dollars to Communist Fidel Castro in Cuba.

Unfortunately, I might point out as an aside, I think it is important for you to realize that this embargo is full of gaping loopholes. The result is going to be—and I have in my hand an article by Leslie Gould of the New York Journal American, dated February 22, 1962—and I have called this matter to the attention of the President, to the attention of the Secretary of State, pointing out that the embargo itself contains gaping loopholes allowing foreign countries to ship into the United States cigars made of

Havana tobacco and even "processed" tobacco because, and I read here:

The Foreign Assets Control Division of the United States has just ruled including cigars made from imports from Cuba may be imported into the United States from the Canary Islands. It has also been decided they can be imported from Canada. It has further been decided—

And I quote:
that leaf—

That is, the raw material—
that has been processed likewise can be imported.

Mr. KEARNS. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I yield.

Mr. KEARNS. Does the gentleman mean to state that the embargo which is supposed to be against Cuba will not prove to be effective?

Mr. CRAMER. I am saying that the effect of the embargo is not going to be to cut off dollars to Cuba, because the tobacco will be coming in by the back door through other countries by permitting imports of Havana tobacco, either as the finished product or semifinished product coming from other countries.

Mr. KEARNS. Mr. Chairman, will the gentleman yield further?

Mr. CRAMER. I yield.

Mr. KEARNS. They are practicing back-door spending like we are.

Mr. CRAMER. The result of the embargo order and the result of the loophole opened up by the order of the Foreign Assets Control Division is that Havana tobacco will come in as part of a finished product or processed leaf. So Castro is going to get dollars or other spendable currency from these other countries while our people are being put out of business. Thus, foreign countries will gobble up the \$55 million industry in "Havana" cigars built largely by Tampa manufacturers over many decades.

As I say, I support the purpose of the President in placing the embargo, but the fact of the matter is that the purpose has been completely subverted by this ruling that permits the importation of cigars that have Havana tobacco in them, and it even goes so far as to permit processed leaf to come into this country even though it is not in a cigar.

So it does accomplish its objective. That is the point I am making. The effect eventually will be to put 6,000 people out of work.

I think there is a lot of merit to this program for retraining. This amendment would give an opportunity to the Secretary of Labor and the Secretary of Health, Education, and Welfare to initiate a program in this field where the U.S. Government itself is responsible through its foreign policy for putting these people out of work.

I would hope, Mr. Chairman, that this amendment would be considered on its merits. I understand there is generally an understanding or agreement that most amendments are going to be objected to by the ranking people on both sides of the aisle as a matter of course.

I recognize that there are serious problems with regard to a general broad amendment that would have the effect

of changing this entire program, but this amendment does no violence to the bill before us—instead it implements it.

The CHAIRMAN. The time of the gentleman from Florida has expired.

Mr. KEARNS. Mr. Chairman, I yield the gentleman from Florida 2 additional minutes.

Mr. CRAMER. Mr. Chairman, the amendment, I submit, will do no violence whatsoever to this substitute but, as a matter of fact, will strengthen it because it will give the Secretary of Labor and the Secretary of Health, Education, and Welfare in this specific case where the Federal Government has a clear responsibility because the hardship results from Government action, I submit, to go into the Tampa district and conduct the studies, as well as the surveys, and to come up with a program for unemployment training or on-the-job training.

We have also the automation problem to some extent in the industry. And to put into effect in this specific instance programs that are intended to be accomplished by the general legislation. This does not do any violence whatsoever. It adds section 502 relating to unemployment resulting from an embargo:

Sec. 502. In carrying out his responsibilities under this Act with respect to the testing, counseling, and selecting for occupational training of individuals, the Secretary of Labor shall give particular attention to individuals whose unemployment is attributable to the embargo on trade with Cuba proclaimed by the President on February 3, 1962. In apportioning Federal expenditures as provided in section 501, the Secretary of Labor shall give special consideration to unemployment resulting from such embargo.

I say, Mr. Chairman, if there is any situation in the United States of America that justifies this House of Representatives giving consideration to that and using it as a pilot plant program or project to see how effective this bill before us is going to be now, not next year or the year after, but this year, it is the situation in my district. This bill before us really will not become effective until next year because it will take this long to make the studies. This gives the Secretary of Labor and the HEW an opportunity now to see how effective the program is going to be in an area where the U.S. Government and the Congress has a responsibility, because otherwise the result of this embargo is going to be that 6,000 people will be put out of work.

Mr. GOODELL. Mr. Chairman, I yield myself 1 minute.

Mr. Chairman, I sympathize with the very eloquent statement made by the gentleman from Florida. The committee as a whole recognizes this problem. The training program will certainly be designed to focus on such problems as are created by this peculiar Cuban embargo situation. I, myself, would make the statement to the gentleman, and I believe it will be concurred in by the other members of the committee, that we will put the Departments on notice that we want this to have a high priority and that the program provided in this bill shall be focused as quickly as possible on this problem.

The difficulty of writing this kind of amendment into the bill, I think, is clear. I hesitate to get into these specialized amendments and the setting of priorities in basic legislation.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Florida.

Mr. CRAMER. I think the gentleman will agree, will he not, that there is only one situation in the United States that is serious because of this particular embargo, and that this amendment does not do violence in any way to the substitute but merely pinpoints a specific instance that could be used as a pilot project for this entire matter.

Does not the gentleman think under those circumstances, in that it fits right into the concept of what we are trying to accomplish, the committee should accept and welcome this amendment rather than oppose it?

Mr. GOODELL. There are other special circumstances that will apply to one area in the whole country. I do not think we ought to get into writing that kind of legislation. I agree that the Cuban embargo applies only to the gentleman's area. I respect the gentleman for fighting for this kind of amendment. I have a high esteem for the gentleman and his amendment.

Mr. KEARNS. Mr. Chairman, I yield 5 minutes to the gentleman from Ohio [Mr. ASHBROOK].

Mr. ASHBROOK. Mr. Chairman, the most outstanding feature of the legislation under discussion today is its early denial of the existence of information upon which to wisely legislate in this field of unemployment retraining. Same situation abounds as pointed out earlier by Chairman POWELL who noted almost 20 agencies were granting some forms of aid to education.

While concurring completely with the belief that the Secretary of Labor should pursue the program of factual studies required of the Secretary in section 104 of this bill, and the manpower reports required of the Secretary in section 105, and the information and research required of the Secretary in section 106, these very stipulations are mute testimony to the lack of concrete information upon which the further titles of this bill are based.

In addition to this lack of specific information, it should be understood clearly by the Congress that this legislation would further extend a proliferation of Federal programs already beyond the comprehension of many Members of Congress. To illustrate this, I could introduce some 20 budgeted items for programs now being financed by the Federal Government in the Department of Justice, in the Departments of Labor, Interior, Commerce, and Health, Education, and Welfare, which have immediate relevance to the training of manpower and suggest the existence of facilities as well as personnel almost completely uncoordinated because of the limitations of the special interests of the executive agencies of the Federal Government.

Now we are asked to consider one further step in the dark toward the retraining of men whose aptitudes are unknown for jobs as yet unidentified and that may not exist. The lack of coordination of the programs will thus be further compounded by this program now before us and others that are soon to be presented, for it is well known that in proposing to assist that portion of our unemployed, who are defined as youth, legislation may come before us to devise special programs for men under 25, or under 21, or some other particular age level.

Similarly, in the trade agreements legislation that may come before us, provisions for retraining of those segments of labor presumed to be threatened by tariff changes may be said to justify still another program of retraining.

Let me call your attention to the startling fact that this proliferation and probable duplication of Federal efforts of training and retraining are most distasteful, not merely to people who would seek for more efficiency in the Federal Government, but to the entire educational profession, the national organizations of which have repeatedly indicated that such Federal programs should be under the direction of educational agencies.

Early this year, representatives of five major organizations, the AASA, the NSBA, the PTA, the NEA, and the Council of Chief State School Officers, concurred in the statement that—

Legislation which would specify Federal participation in special educational programs for urban youth should be under the auspices of regularly established educational agencies.

It was clear in the testimony of such groups last year that they did not favor the further compounding of the disorganized approach of the Federal Government to training and retraining for the multiplicity of special purposes found to be in the differing divisions of differing departments of the Federal Government, but today we consider doing just that.

Adding new training and skill development programs, new on-the-job training programs, the development of broad and diversified training programs, new programs of testing, counseling and selecting for occupational training those persons who are presumed to be unable to secure appropriate full-time employment without some unknown and unspecified type of training—these are open-end proposals in which neither the purposes nor the methods are specific; hence it might be assumed that the initiation of the programs authorized in such legislation would be delayed at least until the lack of information recognized in title I were corrected.

But this is not the case, for the Secretary of Labor is authorized to enter in agreements with the States at once to make arrangements to develop and encourage the development of broad and diversified training programs and to make such arrangements as he deems necessary to insure adherence to appropriate training standards and policies—

and all of this is to be done without information about the availability of jobs for the persons being trained or even about the current programs of the States and the business community to do whatever training is appropriate in terms of job opportunities.

It should be noted that the securing of the information and the undertaking of the research requested in title I of this measure is already within the purview and the authority placed in the Department of Labor, in the Department of Health, Education, and Welfare, and hence that no legislation is required or even justifiable at this time. The various research and statistical agencies of the executive departments already have it in their power to provide us with such research and information and should do so, for unemployment is, indeed, a serious and continuing problem that needs better definition and analysis. But until such information is available, let me indicate that there are many other courses of action open to the Administration to resolve the unemployment situations, especially for young Americans.

Once more we are telling the American people that we have a solution to a knotty problem when, in fact, we do not.

Mr. BRADEMAS. Mr. Chairman, will the gentleman yield?

Mr. ASHBROOK. I yield to the gentleman from Indiana.

Mr. BRADEMAS. The gentleman from Ohio has made two points in his remarks, it seems to me: One is that the bill now under consideration does not adequately provide for coordination of the program. If I may, I would like to refer the gentleman to the remarks of his colleague on his side of the aisle, the gentleman from Missouri [Mr. CURTIS], yesterday at page 2745 in the RECORD, at which point the gentleman from Missouri [Mr. CURTIS] took particular care to commend the Holland subcommittee for its fine work in coordinating the various areas that this legislation touches upon.

Mr. Chairman, the gentleman from Missouri, a Republican, went ahead to suggest, if my colleague from Ohio [Mr. ASHBROOK] will recall, that the committee had done a particularly outstanding job in resolving what is often a difficult problem in such legislation—that of deciding which area the Department of Health, Education, and Welfare will administer; namely, the vocational educational programs contemplated in the proposal, and the area to be administered by the Department of Labor, namely, the matter of employment service functions.

Mr. Chairman, another argument which my colleague from Ohio [Mr. ASHBROOK] attempts to make, is that this legislation will mean a duplication of existing efforts. I would like, if I may, to refer my colleague to my own remarks of yesterday, beginning at page 2752 of the CONGRESSIONAL RECORD, where I endeavored to outline some of the various vocational educational programs which are now law, such as the veterans program, which pertains to veterans only; the program for rehabilitation of disabled workers, which applies to disabled workers only; the programs for occupational training under the George-Barden and Smith-Hughes Acts which

apply to those categories of occupations only; and the programs of the Indian Bureau, which pertains only to Indians.

Mr. Chairman, it should be clear that all of these vocational educational programs which I have cited respond to a particular need and to the problems of a particular category of persons, not one of these programs responds to the overall problem encountered by some 4.5 million unemployed men and women in the United States today. The fact that we have a continuing high level of unemployment in our country is clear evidence that in spite of the existence of all the vocational education programs to which the gentleman from Ohio has made reference, we still need a program to meet the general need to retrain unemployed workers who do not fall within the categories of existing vocational education programs.

Mr. ASHBROOK. Mr. Chairman, I would respectfully say to the gentleman from Indiana [Mr. BRADEMAS] that of all the budgeted items that I have seen regarding training programs, of which I have 20 here, in this year's budget, as near as I can see in this bill there is no effort made to in any way tie these programs together in order to avoid duplication and to prevent a proliferation of agencies in this area.

Mr. Chairman, as all of us know, our chairman said he wanted to blow the whistle in the area of aid to education until we could know just what was going on. I think it would be a good idea to blow the whistle in this area so we could make a better approach to this problem which would not further add to the bureaucratic monstrosity we now have in Washington which, through exorbitant taxation, is causing many of the problems of unemployment we here say we are attacking.

Bureaucracy is the key to unnecessary spending, unnecessary spending is the key to excessive taxation and excessive taxation, in my opinion, is stifling our free enterprise system and causing unemployment. Here was a chance to do something about bureaucracy but we merely added to the problem. Deficit spending, mushrooming bureaucracy, excessive taxation and a subsequent loss of our constitutional freedoms did not come about in a day but rather vote by vote, bill by bill. Today we are adding one more.

Mr. GOODELL. Mr. Chairman, I yield such time as he may require to the gentleman from New York [Mr. DOOLEY].

(Mr. DOOLEY asked and was given permission to revise and extend his remarks.)

Mr. DOOLEY. Mr. Chairman, the legislation before the House at this time, H.R. 10363, which has to do with the retraining of workers so as to diminish the total of unemployed, merits my wholehearted support.

While it is a fact that funds are presently available in several areas, as in the Health, Education, and Welfare Department and the Labor Department, to help retrain workers in new technical skills, the fact is evident that in view of the disastrous impact of automation

on hundreds of thousands of workers more money and more effort are needed if a dent is to be made in this critical situation.

Automation in the long run may create jobs and I think that fact has been clearly demonstrated, but there is a timelag during which workers who are displaced from their jobs must learn new skills in order to be useful in this highly mechanical and technical age.

If our economy is to remain dynamic we must make a herculean effort to retrain thousands of workers and prepare them for new positions entirely different from those which they once filled. Labor and industry have both had programs directed toward this objective, but the task is so tremendous that Government aid is necessary.

Today, with an unemployment of several million—not all of which was caused by automation of course—it is incumbent on the Government to endeavor to cut down on this figure. The want ads in the press are replete each day with jobs which cannot be filled because new skills have been introduced with which only comparatively few people are familiar.

The passage of this legislation will go a long way toward helping rectify a very grave situation which confronts our country.

Participants in the program will be counseled and tested through State employment offices. Under the proposed bill, the unemployed will receive priority, but others may also qualify under certain circumstances.

I think it is wise to limit the courses to no longer than 52 weeks, and in many cases the courses will be shorter.

The plan to have the Department of Health, Education, and Welfare cooperate with the Department of Labor and work through the various State departments of education in setting up training programs is a meritorious one. So, too, is the plan to have vocational school facilities utilized wherever possible for the training courses, and where necessary private vocational schools may also be brought into the picture.

While the cost is theoretically \$263 million for the training of 300,000 persons, this expense will be quickly offset if the unemployed quota is reduced substantially.

Mr. GOODELL. Mr. Chairman, I yield such time as he may require to the gentleman from Pennsylvania [Mr. SAYLOR].

(Mr. SAYLOR asked and was given permission to revise and extend his remarks.)

Mr. SAYLOR. Mr. Chairman, I desire to join with the many others of my colleagues who have paid tribute to the gentleman from Pennsylvania [Mr. HOLLAND], chairman of the Subcommittee on Unemployment and the Impact of Automation, and the ranking minority member, the gentleman from New York [Mr. GOODELL], as well as the other members of that subcommittee for their courageous hearings and hard work that have brought this bill to the floor of the House for action.

The cooperation of the members in

accepting amendments in the original bill and Mr. HOLLAND's offering the substitute that has been carefully worked out is, in my opinion, one of the finest examples of bipartisanship effort to attack a real knotty problem that I have seen in a long time. I sincerely urge other committees and members to examine it and be guided by its example.

It is universally agreed that automation is a continuation of our growing manufacturing machines and methods, to supply our exploding population with more and better products and services to keep pace with our demands for a better living for all our people.

This change is no different than others that have taken place in the history of the world. However, these changes are more rapid and people have the effects thrust upon them with little or no warning.

This is due, in a large part, to the failure of business, labor, and government to recognize the early signs of change and to make early corresponding changes in procedure. Rather, we wait until the situation becomes critical and then severe methods are necessary to correct the resultant ills.

There is no doubt that the faster we make technological changes, the greater the immediate resultant unemployment. In other words, the greater the automation, the greater the unemployment and displacement.

If these problems are recognized early, then the men and women employed can be prepared for the new jobs created by the technological advancement. This is a corollary that when new machines displace workers—jobs that were never dreamed of are created. What we must do is prepare our people for these new jobs.

The legislation before us is the first genuine attack on this problem. It consolidates the Federal effort, and it coordinates the State and industrial effort.

This approach will prepare our citizens for jobs requiring higher skills and train already unemployed for these same skills where necessary.

I consider this legislation to be most vital and important to our country today. I am sure it was legislation like this that our Founding Fathers had in mind when they formed our Constitution and stated that among its purposes was to "promote the general welfare and to secure the blessings of liberty to ourselves and our posterity."

It combines heart and economy. What higher tribute could be asked?

Mr. GOODELL. Mr. Chairman, I yield 3 minutes to the gentleman from Montana [Mr. BATTIN].

(Mr. BATTIN asked and was given permission to revise and extend his remarks.)

Mr. BATTIN. Mr. Chairman, I witnessed yesterday and today something that I had not seen in the entire first session of this Congress, and that is both sides of the aisle really doing a job in working out their problems, and coming up with good legislation that will benefit the country.

A word of warning and something that we should watch in other legislation

pending before Congress. Today we are considering this bill H.R. 8399 as amended by the Goodell substitute H.R. 10363. But in the agriculture bill presently before that committee there is a retraining provision for people who might be forced off the farm. There is also such a provision in the tariff proposal presented by the President. He recognizes that some people are going to be forced out of business and workers are going to lose their jobs. The net result will be that we are going to have to retrain workers should the tariff bill pass.

Mr. SMITH of Iowa. Mr. Chairman, will the gentleman yield?

Mr. BATTIN. I yield.

Mr. SMITH of Iowa. The proposal that came from the Department of Agriculture did not contain a retraining program. It was talked about, but it did not include it.

Mr. BATTIN. I stand corrected, but if the gentleman will read H.R. 10010, he will find that they are going to lease land, and buy land, and force people off the land, or take them off the land, and we will still have the problem of what to do with them once they are taken off.

Mr. SMITH of Iowa. The problem is there and under this bill retraining can be had to cope with that problem.

Mr. BATTIN. I thank the gentleman. Let us remember the days of World War II. The only fear I have is that they are going to retrain farmers to be factory workers and retrain factory workers to be farmers. I do not think that is what the President meant when he said he wanted to keep America moving.

Mr. POWELL. Mr. Chairman, I yield such time as he may require to the gentleman from Texas [Mr. FISHER].

(Mr. FISHER asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. FISHER. Mr. Chairman, today we are again called upon to extend and expand our welfare programs. There have been many of them presented here during recent years, and appealing arguments can always be made for them. More and more, the Federal Government is injecting itself into welfare projects, and here is another example. It has been said that America is gradually becoming a welfare state. Perhaps that is true. A rather substantial portion of our annual budgets is now devoted to welfare in one form or another.

Taking into account the existing programs, those that are authorized and those being projected, financed directly or indirectly, lump them together and you get a rise in welfare spending from \$22.1 billion in 1960 to more than \$35 billion in 1965. This estimate is based upon an exhaustive and authoritative study conducted by a committee of the Senate last year. That is a lot of money. And let us keep in mind that each of the several ambitious welfare programs which have been initiated during the past year will grow and expand each year. That is the history of such ventures.

The Department of Health, Education, and Welfare was created in 1952, as I re-

call. Appropriations to finance the varied welfare and other activities of that agency have more than doubled in 10 years. It has been said that last year was the biggest welfare year in American history. And with the approval of the pending bill, and add to it several others now pending, we can be sure this year will eclipse all of them.

A total of 77,000 new Federal employees were added to the rolls last year. Many of them are in offices or in the field, administering the new welfare programs. And it is said more must be added this year.

IS IT NECESSARY?

Mr. Chairman, there can be no question but that problems arise when people become unemployed. The impact of automation is serious. These problems are not new. They have been going on for years. It is said the recession has been licked, that we no longer face an unusual number of unemployed. Conditions in that respect are fairly normal. There is no emergency, we are assured.

Why, then, all this haste? Why this extraordinary measure to cope with a problem that at least at this time is nonexistent? Can it be properly said that in justification for this legislation we are in some degree indebted to the fertility of the imagination of those who sponsor it?

If indeed there is a need for Federal intervention in the area of retraining, then it would seem that need has already been met. In fact, the Federal Government is already up to its neck in this field of vocational training and retraining. We are spending hundreds of millions of dollars every year on this sort of thing now. If there is need for additional Federal action, then would it not make more sense to expand existing programs rather than undertake a new one that will cost the taxpayers hundreds of millions of dollars?

There is now, for example, an extensive Federal participation in vocational education and training under the Smith-Hughes Act, in effect since 1946. There is a vocational rehabilitation and vocational education program for veterans. The Labor Department has for years been operating an apprenticeship program. And there is an ambitious retraining program for unemployed under the depressed areas bill enacted last year.

Under this latter program we are told that more than \$400,000 is now being expended in a few counties down in Mississippi for the training of tractor drivers. This is typical of the boondoggling that is going on in the waste of taxpayers' money.

Then, there is the Youth Employment Opportunities Act of 1961, a massive training program just getting underway.

WHAT WILL IT COST?

Mr. Chairman, there has been very little said here by sponsors regarding the cost of this welfare plan, now being debated. Title II calls for the counseling, testing, and placement of 1,200,000 individuals and the payment of relocation allowances to 175,000, at a total cost of \$176,460,000. Under title III the on-

the-job programs would cost \$7,600,000. Added to that is title IV which would provide vocational training for 200,000 unemployed, and 70,000 underemployed, all at a cost of \$70,500,000. And this is just the beginning.

The various facets of costs included in the bill are too numerous to discuss. The training program, for example, provides an all-Federal payment to the trainee in the amount of the average unemployment compensation payment in the State.

Thus we would further inject the Federal Government into the training and education fields. We know that many corporations have their own training programs. That practice should be encouraged. The labor unions of this country profess to be interested in their members and their welfare. They fight and they strike to obtain welfare clauses in contracts, and a hundred other things. If they are so interested in the well-being of their members, then why do they not do more to provide training and retraining for their unemployed members? That could be done more extensively in coordination with management. And leave the Federal Government out of it. No one can say the wealthy unions and the prosperous industries are not more able to pay for this retraining than is the Federal Government. And they know a lot more about how to do it, and do it efficiently and successfully.

Mr. Chairman, I am convinced this legislation is unwise, unsound and unnecessary. No need has been shown, and if there is need then there are already scores of training programs in effect on all levels—Federal, State, and local, as well as nongovernmental. It is time we stop, look, and listen before we start billing our hard-pressed taxpayers for additional hundreds of millions of dollars to finance such a dubious venture into the welfare field.

Mr. POWELL. Mr. Chairman, I yield such time as he may require to the gentleman from Pennsylvania [Mr. BARRETT].

(Mr. BARRETT asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. BARRETT. Mr. Chairman, my very good friend and colleague, the gentleman from Pennsylvania, Congressman ELMER J. HOLLAND, is to be commended for the very fine job he has done in preparing and presenting H.R. 8399, the Manpower Development and Training Act.

I rise in support of this much-needed legislation because the time has arrived when some positive steps must be taken to return men and women to work and thereby reduce our unemployment rolls.

Mr. Chairman, we have witnessed a tremendous upswing in the national economy under the leadership of our President, but at the same time we are faced with the bare fact that unemployment nationwide has dropped only 1 percent.

We know that automation and technological advancement in the future will increase at a much more rapid rate than in the past and, as a result, we will see more and more workers being displaced

because the skills they now possess will be obsolete.

While it is true a great expense will be entailed in carrying out the program, nevertheless the books will balance in the long run due to the fact that our present relief rolls will be greatly reduced. This factor alone will create a more healthy economy and will permit people to again become self-sustaining and will allow them to contribute their share to the national economy.

This program will not only prove effective in large cities like Philadelphia, Pittsburgh, Scranton, and Wilkes-Barre in my own State of Pennsylvania, but will also prove beneficial in our rural areas throughout our country. The underemployed farmer will be helped and our unemployed youths between the ages of 16 and 21 will be given the opportunity to learn a skill or secure the additional education they need.

Mr. Chairman, H.R. 8399 is a sound, workable bill. Its purpose and the end result will strengthen our economy; provide jobs for everyone; reduce our unemployment rolls, and provide our Nation with the full manpower it needs to remain great.

I urge everyone here today to vote in favor of this great bill.

Mr. POWELL. Mr. Chairman, I yield such time as he may require to the gentleman from Illinois [Mr. GRAY].

Mr. GRAY. Mr. Chairman, I rise in support of this legislation.

(Mr. GRAY asked and was given permission to revise and extend his remarks.)

Mr. GRAY. Mr. Chairman, I thank the distinguished chairman of the House Committee on Education and Labor [Mr. POWELL] for yielding me enough time to rise in support of H.R. 8399, the Manpower Development and Training Act. Mr. Chairman, this will be a bright day for unemployed Americans who through no fault of their own are suffering undue hardship because of technological changes, automation, and other forms of work displacement. I am able to speak firsthand on this subject because I represent a coal mining district in southern Illinois that has experienced persistent unemployment for the past 15 years. When a coal miner yields his job to a machine he finds that job opportunities are so limited he has two alternatives. One is to stay in his home area and go on relief or travel hundreds and sometimes thousands of miles, leaving his family behind, to seek employment in the same field elsewhere. Generally, he has difficulties in finding a job by leaving home because the area to which he might be attracted generally is experiencing the same problem. Therefore, we find a wasteful dissipation of human resources because a person is trained in coal mining or some other given field and is not in a position to seek employment in another type industry. This legislation will give him an opportunity to retrain and learn a trade in a field that offers more opportunity and security.

Mr. Chairman, this type of a program will work. Let me give you one sterling example. We in southern Illinois were fortunate enough to receive the first

area redevelopment loan approved in the United States under the newly created Area Redevelopment Act. We were able to secure a new firm locating a plant expansion in our area working over 500 employees. One of the incentives for locating this plant in our area of high unemployment was the fact that we had a large labor surplus and were willing to implement a retraining program. This, of course, will save the company many thousands of dollars and at the same time will bring new revenues and new hope into the community, the State, and the Federal Treasury. Let me give you a further example. By lending this one community \$500,000 to be repaid with interest, the annual payroll will be in excess of \$2 million and the anticipated Federal income taxes to be paid by the new corporation will be approximately \$250,000 annually. Remember now, Mr. Chairman, at the present time no one is getting any benefit including the Federal Government, because this is a new operation. By making a loan of only \$500,000, which the Government will get back in its entirety, the Federal Treasury will be receiving, in income taxes, at the beginning, approximately \$250,000 annually, with this amount to increase as production and sales increase. Does not this make good sense that we should provide assistance to these communities and provide retraining programs to the unemployed where the Government will receive untold benefits in new returns for the Treasury, in eliminating what now is nothing more than a dole through relief payments, and above all, eliminating the economic sores in certain areas throughout the country at a time when the general prosperity of the Nation is high. If we cannot afford to retrain our workers and give assistance to the unemployed now, I ask you when would be a good time? I want to congratulate the Committee on Education and Labor and particularly Mr. HOLLAND of Pennsylvania for bringing this legislation before the House. It is a great step in the right direction.

In behalf of all the unemployed people of southern Illinois and the Nation let me say once again a big thanks.

(Mr. ICHORD of Missouri (at the request of Mr. POWELL) was given permission to extend his remarks at this point in the RECORD.)

Mr. ICHORD of Missouri. Mr. Chairman, I am glad to support the Manpower Development and Training Act because I believe it is a constructive measure to actually solve a portion of the persistent problem of unemployment.

Although these are times of relative prosperity for many workers, Department of Labor figures show that on a seasonally adjusted basis, as of every month during 1961, more than 6 percent of the civilian labor force has been unemployed. The committee report indicates that a substantial number of these people have been unemployed for 6 months or more.

To a large extent these unemployed people are the innocent victims of conditions entirely outside their control—they are not unemployed because of a lack of ability, or a lack of industry.

For example, in my district in Missouri there are a substantial number of unemployed people who have been working in the lead mining industry. Many of the mines have closed because of the depression of prices caused by lead imports. These people, many of whom are highly skilled workers, have certainly been caught by conditions which they cannot control, and they need help.

Similarly, the tremendous increasing of efficiency of agricultural production has driven many people off the farm onto the labor market. The agriculture census shows that for my State of Missouri from 1950 to 1959, the number of farm operators has decreased from 230,000 to 169,000, and the number of farmworkers from 197,000 to 151,000. Similar reductions have taken place and are taking place all over the country. Due to age, and often to inadequate training for industrial work, the people displaced from agricultural work contribute more than their proportionate share to the number of unemployed.

It has been pointed out that technological changes in industry also displace many workers. It is ironical that automation and other industrial improvements, which do so much to improve industrial efficiency, should prove a tragedy to some workers by rendering their skills obsolete, or unneeded.

Unemployment insurance, and in some cases welfare assistance, is a help, but these programs just tide the worker over. They do not solve the problem. That is why we need the Manpower Development and Training Act.

I think this act contains a number of good features.

The first is that it provides for the Department of Labor to determine what our manpower needs are in order to be sure that the people who complete training programs will have a reasonable chance of marketing their new skills. It would certainly be a mistake to conduct training programs without first determining what skills are required. It would be tragic to retrain workmen only to find that they had been trained for the wrong job. And I think it is wise for the Department of Labor to have the responsibility for determining these manpower needs because the problem cuts across State lines.

The second feature of this bill which I would like to commend is the provision for testing and selecting the people who will be referred to training programs. Unfortunately, we cannot expect ever to solve our entire unemployment program retraining. Among the people in the ranks of the unemployed are some who may not be able to profit through training. And of those who could profit, their training should be adapted to their capabilities.

And finally, I like the fact that this bill provides that this program will be carried out through the existing agencies, much of it through agencies of the States. Use of these established agencies will make available their skill and experience, and will minimize the overhead cost of administering the program—it will help to accomplish the greatest possible results for the money spent.

I believe this is a good bill, that it should help a great many unemployed people to learn skills that are needed—skills that will enable them to get good, permanent jobs. It will get them off the relief rolls. It will restore their self-respect. It will enable them again to become productive, taxpaying members of our economy. We need this sort of program, and we can afford it. In the long run, it will probably pay for itself in reduced unemployment and welfare costs, and in increased taxes and production, not to mention the importance of the human values involved.

I urge the passage of the bill.

Mr. POWELL. Mr. Chairman, I yield the balance of the time on this side to our distinguished majority leader, the gentleman from Oklahoma [Mr. ALBERT].

Mr. ALBERT. Mr. Chairman, the general debate on this bill will come to a close within a few minutes, and the gentleman from Pennsylvania [Mr. HOLLAND] will introduce a substitute sponsored by himself and by the gentleman from New York [Mr. GOODELL]. I hope, Mr. Chairman, that the substitute will be adopted.

It seems to me that this substitute will do two important things. First, it will face up to the problems of unemployment which are resulting from automation and other technological developments. And second, it will give us an opportunity to upgrade the skills of our country and thus to improve our industrial potential.

The dynamic and expanding economy of the United States is continually eliminating some jobs and continually creating other jobs. We need the ability to move our workers out of skills that are outmoded into skills that are up to date and required in industry. The need is well known and well recognized. We have 4 million-plus unemployed and a record high of 66 million employed. Many of those who are unemployed might fill job openings listed in the want ad columns of any daily newspaper, but they lack the skills for such jobs. This bill undertakes to help give them the necessary skills and it seeks to do so through well-established institutions, public and private, Federal, State and local. The training facilities are in existence. They have the ability to do the job, but they cannot do the job alone.

There are those who say this bill will not work, that the unemployed are here to stay, and that there is nothing we can do about it. I refuse to accept this attitude of defeatism toward a problem which involves not only the American economy, but the daily welfare of thousands of American citizens. Of course, we have people who are unemployable, but I think the average American worker whose job has become obsolete can find a place in our expanding economy, if he is given proper guidance and proper training. The program, of course, will cost money but is it not better to try to prepare a man for a job and to give him a chance to be self-reliant than to continue him indefinitely on public relief? Does our progress in technology mean

that we must prepare to finance larger and larger unemployment compensation programs and public assistance programs? Certainly, the best way out of this, and I think it is the practical way out, is to get our unemployed people back on the payrolls. This will improve the dignity of the worker; it will raise the self-respect of his family; and it will upgrade the economic ability of our country to meet its problems in the 1960's.

Mr. Chairman, I think the Holland substitute or, if you will, the Holland-Goodell substitute, improves the bill substantially. One of the provisions of the substitute provides training for farmers whose families have incomes of less than \$1,200 a year. There is no place in our economy where the technological revolution has been so rapid as in American agriculture. If any of my colleagues were not here yesterday when the gentleman from Iowa [Mr. SMITH] gave authentic data on this subject, I suggest that he read his excellent remarks in the RECORD.

Mr. Chairman, another provision which, in my opinion, is an important one, is the provision relating to youth training.

Mr. Chairman, I think this bill will have broad public support. This bill will have the support of all classes of workers because its broad and integrated programs will help all classes of American workers to adjust to the quickening pace of American technology. It will have the support of management because its training programs are to be tailored to the changing skill requirements of industry and to shape American manpower to meet the changing needs.

It will have the support of the Nation because this practical approach to this critical problem will bolster the purchasing power of the Nation as it leads to higher employment.

Mr. Chairman, I am glad this bill has wide bipartisan support. Members of both parties on the committee have made significant contributions to this bill and all will share in the credit.

Reducing unemployment in the face of automation is a test of American ingenuity. The effort must be made. The bill before us offers a sound program which is strongly supported by public opinion. I hope the bill will be enacted into law.

Mr. YOUNGER. Mr. Chairman, will the gentleman yield?

Mr. ALBERT. I yield to the gentleman from California.

Mr. YOUNGER. I would just like to ask the gentleman one question. Are the funds necessary to implement this bill in the budget?

Mr. ALBERT. It is my understanding that they are, I will say to the gentleman.

Mr. YOUNGER. I have been trying to find out but have not been able to get any definite information about it.

Mr. ALBERT. I cannot make a categorical statement, but it is my opinion that they are.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. ALBERT. I yield.

Mr. POWELL. I can say that funds are in the budget.

Mr. YOUNGER. I thank you.

Mr. KEARNS. Mr. Chairman, I would like to pay great tribute to the gentleman from Oklahoma [Mr. ALBERT], the majority leader; also to the gentleman from Pennsylvania [Mr. HOLLAND], of Pittsburgh, chairman of the committee. We went through the process of committee consideration with meticulous care and presented the bill on the floor. On our side there is the gentleman from New York [Mr. GOODELL], our ranking Member.

This is the way I like to see legislation handled. It should be handled this way most of the time. After we have done a good job, then let us agree.

Mr. ALBERT. I thank the gentleman. I think it is good for the country.

Mr. EDMONDSON. Mr. Chairman, I might say in expressing appreciation to the majority leader for his fine speech that I share his views and also support this much-needed measure. There is one aspect of the program that has not been dwelt upon sufficiently that I think is important, and that is that unemployed men who are retrained not only may be reemployed but can also frequently become self-employed and independent businessmen in their own right. That has been the experience of our outstanding Oklahoma State Technical School at Okmulgee, which will be playing a major role in Oklahoma's vocational training program under this bill, and I am sure it will be the case when this national retraining program is underway.

Mr. RHODES of Pennsylvania. Mr. Chairman, the manpower development and training proposal in this bill is meritorious. There is a great need for such a program and it should be passed.

The advance of automation and the growth of unemployment have created serious problems which require action of this kind to end the waste of human resources and the needless suffering and distress that inevitably follow the decline in job opportunities.

No one in this Congress has more experience in dealing with the effects of automation and unemployment than the author of this bill, my colleague from Pennsylvania, Representative ELMER HOLLAND.

Mr. HOLLAND has served for many years in both the State house and senate at Harrisburg. He has been closely associated with working people and knows from long experience as a labor unionist and legislator the impact that automation and unemployment have on the lives of the people and the economic health of the Commonwealth.

He has applied his efforts and talents to alleviate the hardship of families affected by unemployment and loss of income. He has sought to end the waste of human resources and the tremendous loss in productivity and wealth.

If enacted, the Holland proposal should go a long way in solving one of our Nation's more serious problems. No one can seriously doubt the positive effect this legislation will have in ac-

celerating our rate of economic growth, increasing our national productivity, and in making our industries more able to compete abroad.

The problem which this proposal attempts to meet is a relatively new one. For the first time in history a Nation has within its midst a large number of unemployed people who have lost their jobs because they and their fellow workers have worked too well. During the years between 1950 and 1960, production increased 43 percent while the employment of our factory workers decreased by 10 percent. Today our blue-collar workers are the first to feel the impact of automation; tomorrow many white-collar workers—accountants, clerks, and secretaries—will also find themselves replaced by machines.

How we deal with this early impact of automation will determine the economic fate of the Nation. If Congress fails to act on this matter and the people come to fear automation, we can expect an increase in make-work policies, and in hostility to progress. If, on the other hand, we insure that the benefits of automation will be distributed among all our people, the way of the future will be the way of progress and growth.

Authoritative studies have revealed that the rate of unemployment for the poorly trained, poorly educated, and unskilled workers is about three times as great as for the well trained. The evidence reveals that jobs are available, but that for the most part, they require more education and more skills than many of the unemployed now have.

The bill before us will establish a 2-year program for training unemployed workers through the use of vocational education or on-the-job training facilities. Provision is also made for subsistence allowances to the trainees. And the Secretary of Labor is to make a comprehensive study of the Nation's "manpower requirements, resources, utilization, and training."

There are those who say we cannot afford to help our structurally unemployed fellow citizens. There are those who claim that the Nation cannot afford to deal with the oncoming problems of increasing technology and automation.

Yet, it seems that the Nation can ill afford to do nothing. Our manpower is our greatest natural resource. Without a highly skilled and highly productive working force, no nation can survive in the rough and tumble of international competition. Nor can our Nation be at its maximum strength to meet the challenge of totalitarian tyranny unless it is producing at the highest possible level.

Investment in the education and skills of a nation's people is one of the keys to economic growth and national well-being. I look upon this proposal not as a "spending proposal" but as an investment in America's future. It is a bill which should be passed and the program implemented without delay.

Mr. RYAN of New York. Mr. Chairman, it is a truism to state that we are living in a rapidly changing world. By

and large each of us benefits from the changes that are taking place. Our standards of living are the highest ever enjoyed by any people, and they are constantly improving. New products and new services have made our lives easier and more enjoyable and have opened up opportunities for accomplishment that could hardly have existed under older methods.

I daresay, the rate of changes we have seen will continue and increase in the years ahead. Some say that automation is merely a continuation of the change in technology which began with the industrial revolution but that only the degree of change has increased. Granting that this is so, the degree of change is itself astounding.

The great technological changes that are increasing our productivity and improving our standard of living are having a serious side effect which is familiar to us all. These changes are making some men's skills obsolete. They are responsible for a great amount of the so-called "prosperity unemployment" that is troubling the labor market.

Machines are doing many jobs today that men did a short while ago. They are mining coal, controlling assembly lines, rolling steel, dispensing food. They are doing a multitude of tasks, many tedious, that once required the labor and attention of countless numbers of workers. They have also displaced workers and potential workers from these jobs. The U.S. Census Bureau is handling a bigger job in processing the 1960 census with the aid of new machines and the work of 50 statisticians than was done on the 1950 census by 4,100 statisticians—a small item in our total economy but typical of the proportions of the changes that are taking place. Productivity doubled in the soft coal industry from 1947 to 1959 and yet the number of jobs in that industry declined by 262,000.

We are left facing some hard decisions by the impacts of automation and improved technology. One of the most serious of our problems is how to supply the trained manpower that today's and tomorrow's jobs call for. A correlative problem exists concerning the employment of the worker whose experience, training, skills have been outmoded by the machine.

There are no easy solutions to these problems. An important and necessary step that must be taken, however, is to train workers for the jobs that are available. During 1961 the average rate of unemployment in the United States was over 6 percent of the labor force. At the same time we were reading of this in the front sections of our newspapers, the want ads in the back section carried notices of jobs that were not being filled for lack of trained manpower. The same is true today even though the adjusted rate of unemployment has dipped below 6 percent.

I, therefore, wish to voice my support of the administration's bill calling for the training and retraining of unemployed workers—the Manpower Develop-

ment and Training Act. A version of this bill, S. 1991, passed the Senate last year. A similar House bill, H.R. 8399, is before us today.

This bill has enjoyed unusual support because it proposes a realistic approach to supplying our country with the trained manpower it needs and at the same time alleviating many problems connected with unemployment. As the House report on the bill (H. Rept. No. 879) states:

The bill thus seeks not only to deal with a major aspects of the Nation's problem of unemployment, but also to assist in achieving the goal of maximum employment and a more fully productive work force. It recognizes that a large share of the unemployment problem represents not the inability of the economy to create jobs but our failure to train people with the proper skills to qualify them for jobs.

Describing the bill briefly without going into detail, it directs the Secretary of Labor to study and determine the need for training programs both on a national and local basis. It provides funds for establishing training programs to fit the requirements of a particular locality. It also authorizes the payment of subsistence allowances to persons who are undergoing training under such a program. These allowances would be geared to State unemployment compensation payments and could be paid up to a maximum of 52 weeks. The training programs would be conducted largely through the use of existing or expanded public vocational educational facilities and also through on-the-job training. It is also hoped that new and improved training methods will be developed under the programs established pursuant to the bill.

This bill, in my opinion, represents a sensible and logical approach in coming to grips with the manpower needs and unemployment problems we face today. At the same time, I recognize the limits of this approach. Training programs will have to be planned to meet the economy of a locality and the vocational potential of the worker. Secretary of Labor Goldberg stated at the hearings on this proposal:

This legislation, of course, cannot be a cure-all. It can enable us to do a tremendously valuable and, indeed, essential job. It is, however, but a part, though a closely related part, of the total job that needs to be done to meet our national objectives of raising the capacity of all our citizens to cope with increasingly complex problems in a fast-moving world, those of making a living as well as those of a nonvocational nature. General education, which is outside the scope of this particular legislation, provides the platform from which we launch specific job training. Unless a job trainee has a good basic education it is extremely difficult to teach him to do the work demanded by modern technology.

This bill is an integral part of the administration's overall plans to improve the general welfare. It meshes with other proposals submitted by the President concerning unemployment compensation, education and public welfare. Moreover, it carries forward the responsibility of the Federal Government un-

der the Employment Act of 1946, which states:

The Congress declares that it is the continuing policy and responsibility of the Federal Government to use all practical means consistent with its needs and obligations and other essential considerations of national policy, with the assistance and cooperation of industry, labor, and State and local governments, to coordinate and utilize all its plans, functions, and resources for the purpose of creating and maintaining, in a manner calculated to foster and promote free competitive enterprise and general welfare, conditions under which there will be afforded useful employment opportunities, including self-employment, for those able, willing, and seeking to work, and to promote maximum employment, production, and purchasing power.

Mr. Chairman, I urge the enactment of H.R. 8399.

Mr. ANFUSO. Mr. Chairman, I heartily support this bill now before us, the Manpower Development and Training Act of 1962. One of the most urgent problems facing us today is the impact of technological advances and automation upon our labor force. As a representative of an industrial area, I feel a special responsibility to those who are suffering the consequences of a progress which benefits the vast majority, but has disrupted the lives of so many. The whole program of reconciling a new type of economy to our existing labor force must be reappraised, accelerated and modernized. Existing facilities and funds are now inadequate; unemployment and therefore unemployment compensation is rising, and the morale of many workers is declining. The result: our economy suffers.

I feel strongly that one of the greatest assets of our country is manpower. It has been a continuing, thriving, positive force in our progress and growth. Shall we now treat it as a liability, charging off as lost the costs of unemployment and the resultant loss of manpower as to an investment on its way down? Or shall we take the positive approach—reinvest, and, through training and proper utilization, make this potential a good investment again?

The cost of the program under consideration will be \$262 million, to be spent over a period of 2 years. Considering present unemployment costs, the loss of purchasing power and loss of Government revenues when, as now, more than four and a half million people are out of work, the investment is small. Granted that the proposed legislation will not solve each and every employment problem: it will still serve as a large nucleus for a solution.

Now, what will this bill do? First of all, it will coordinate the work of two agencies most concerned with training and manpower: the Department of Labor and through it State and local employment service offices, the Department of Health, Education, and Welfare, and through it, State and local educational and vocational agencies. It will provide a nationwide opportunity for vocational testing and occupational training—with priority given to the unemployed. Training will also be given to employed persons to update and upgrade their skills. The training offered to the unemployed

will be supported by 100 percent Federal financing; the training for others will be on a 50-50 State matching basis. Training allowances, roughly equal to unemployment compensation payments, will be paid to unemployed trainees who are not receiving unemployment compensation benefits. There will be placement services for trainees who have completed a training program.

These training programs, which are to be offered to about 160,000 people the first year and 250,000 the second year, will vary in several ways. For example, the exact balance between unemployed and others receiving training will change with need; the length of training periods will depend upon the occupation involved and the labor market needs; State vocational agencies will arrange for training in public institutions, but when these are not available, private institutions will be used. And here let me emphasize the local nature of the program in question: the testing, counseling and placement of trainees, as well as the training facilities which I have mentioned will be done through local public employment service offices.

This program, in conclusion, will offer new hope to the thousands of workers who want to work but feel that their skills are outdated and no longer needed, to the displaced worker who has no position, and to unskilled young people entering the labor market. It will provide security, a knowledge of the importance of the individual, and a means to attain full employment and prosperity.

It is for these reasons that I strongly urge the adoption of this bill.

Mr. MATHIAS. Mr. Chairman, I rise to support the manpower development and training bill in general and the Holland-Goodell amendments in particular.

Retraining is clearly a constructive conservative approach to the problem of unemployment. The objective of the bill is to assist individuals to develop their own potential and to return them to the productive stream of the American economy as rapidly as feasible. It focuses our effort on the hard core of residual unemployment, rather than indiscriminately raising Federal expenditures and Government deficits in order to stimulate the economy. In addition to concentrating on the most crucial needs, the retraining approach is an investment with real returns in both human and economic terms. It gives people on the unemployment rolls a new hope, a chance to regain the confidence, dignity, and self-esteem that derives from the full employment of their individual talents and potential. In economic terms it means increased productivity and tax returns from productive workers instead of stagnation and the endless drain of welfare payments.

In the past, I have applauded administration efforts to increase jobs in the depressed areas of my State. I have urged the Secretary of Labor not to overlook the pressing needs of western Maryland where the Cumberland labor market area has a current unemployment rate of 7.3 percent—December

1961—and Hagerstown 9.8 percent—December 1961. I welcome this bill as an important step in easing the substantial and persistent unemployment in these and similar areas.

While I welcome the administration's efforts, I have been disturbed, Mr. Chairman, by the impression that has been created, intentionally or not, that the Republican Party is dedicated to obstruction of this program.

This bill is a Republican contribution with bipartisan support. The Republican policy committee devoted considerable time in this general area last year. A special task force under the leadership of the gentleman from Missouri, Representative CURTIS, issued a report last summer entitled "Employment in the Dynamic American Economy." Retraining and manpower development were treated extensively in that report. The work of my colleague the gentleman from New York [Mr. GOODELL], on the subcommittee reporting this bill is generally known and appreciated within this body.

Finally, Mr. Chairman, I should also like to endorse the specific amendments offered in the Holland substitute. These tighten up an already sound bill. They concentrate aid where it is most needed—to unemployed heads of families rather than high school dropouts. They extend the principle of matching Federal with State funds. They permit a smoother dovetailing with existing unemployment assistance programs. They eliminate potential abuses in the granting of training allowances. They institute attendance and progress requirements in regard to these allowances. I wholeheartedly support my colleague in his efforts to produce a carefully and narrowly drawn bill.

The CHAIRMAN. The Clerk will read.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Manpower Development and Training Act of 1961".

Mr. HOLLAND. Mr. Chairman, I offer an amendment in the nature of a substitute.

The Clerk read as follows:

Amendment offered by Mr. HOLLAND: Strike out all after the enacting clause and insert in lieu thereof the following:

"That this Act may be cited as the 'Manpower Development and Training Act of 1962'.

"TITLE I—OCCUPATIONAL TRAINING AND MANPOWER UTILIZATION

"Statement of findings and purpose

"SEC. 102. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have

been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expended efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the cost of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

Automation and occupational training

"SEC. 103. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

"(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods of detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto; and to such ends conduct or cause to be conducted within the Department of Labor and other agencies of Government, a comprehensive and continuing program of research as may be necessary;

"(2) promote, encourage, or directly engage in programs of information and communication concerning automation, technological developments, and prevention and amelioration of undesirable manpower effects from such developments;

"(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of, and providing useful work experience and training opportunities for, untrained and inexperienced youth;

"(4) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

Improving labor mobility

"SEC. 104. In order to encourage the mobility of labor, to determine existing impediments to such mobility, and to determine the feasibility and desirability of methods to improve the mobility of labor, the Secretary of Labor is directed to—

"(1) establish a program of factual studies of practices of employers and unions

which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; the operation of seniority systems; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 105.

"(2) promote by discussions, publications, and other appropriate means, the development and adoption of equitable practices which improve the mobility of workers.

Manpower report

"SEC. 105. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

Information and research

"SEC. 106. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

Appropriations for administration

"SEC. 107. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$1,770,000 for the fiscal year ending June 30, 1963, and not to exceed \$1,670,000 for the fiscal year ending June 30, 1964, to administer the provisions of this title.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

Responsibility for programs

"SEC. 201. (a) In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, and develop and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure appropriate full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are and will be required.

"(b) The Secretary of Labor shall carry out his responsibilities under this title through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

Selection of trainees

"SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under titles III and IV those unemployed or underemployed individuals who cannot be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall also provide a special program for the testing and counseling of youths, sixteen years of age or older, and for the selection of those youths for whom occupational training under this Act is indicated.

"(b) Although priority in referral for training shall be extended to unemployed individuals, the Secretary of Labor shall, to the maximum extent possible, also refer other individuals qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to individuals to be trained for skills needed within the area of their residence. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

"(c) Before selecting an individual for training, the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the individual is to be trained. If such employment is not available in the area in which the individual resides, the Secretary shall obtain reasonable assurance of such individual's willingness to accept employment outside his area of residence.

"(d) The Secretary shall not refer individuals for training in an occupation which requires less than two weeks' training, unless there are immediate employment opportunities in such occupation.

"(e) The duration of any training program to which an individual is referred shall be reasonable and consistent with the occupation for which the individual is being trained.

"(f) Upon certification by the responsible training agency that an individual who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training, absent good cause, the Secretary shall forthwith terminate his training and subsistence and transportation allowances, and withdraw his referral. Such individual shall not be eligible for such allowances for one year thereafter.

"(g) The Secretary of Labor shall provide placement services to individuals who have completed their training under this Act, as well as counseling services to such individuals for an appropriate period after they have been placed.

Training allowances

"SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States (which, for the purposes of this Act shall include the District of Columbia, Puerto Rico, and the Virgin Islands) under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed individuals selected for training pursuant to the provisions of section 202 of this title and undergoing such training in a program operated pursuant to the provisions of this Act. Each such agreement shall provide that eighteen months after the enactment of this Act any payments made thereafter under this section must be matched by State funds in an amount equal to the Federal payment. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for individuals undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided however*, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such an allowance shall receive an allowance increased by the amount of such excess.

"With respect to any week for which an individual receives unemployment compen-

sation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid. This supplemental training allowance shall not exceed the difference between his unemployment compensation and the average weekly unemployment compensation payment referred to above.

"For individuals undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours: *Provided*, That in no event shall the payment to such an individual, when added to the amount received from the employer, bring the total to more than the average weekly unemployment compensation payment referred to above.

"(b) Training allowances may be supplemented by such sums as may be determined by the Secretary of Labor to be necessary to defray actual and necessary transportation expenses of individuals engaged in training under this Act and, when such training is provided in facilities which are not within commuting distance of their regular place of residence, to defray actual and necessary transportation and subsistence expenses for separate maintenance of such individuals.

The Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding the rate of \$35 per week; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

"(c) Training allowances shall be limited to unemployed persons who have had not less than three years of experience in gainful employment and who are heads of families or heads of households as defined in the Internal Revenue Code.

"(d) No weekly training allowance shall be paid to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is eligible for unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

"(e) Any agreement under this section may contain such provisions (including, so far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss, and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of individuals for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

"(f) If unemployment compensation payments are paid to an individual taking training under this Act, or any other Federal Act, the State making such payments shall be reimbursed from funds herein appropriated.

The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

"(g) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination of the training with respect to which such allowance or payment was made.

"(h) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

"(i) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

"Agreements with States

"SEC. 204. (a) The Secretary of Labor is authorized to enter into agreements with States, or with the appropriate State agency, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse the State or appropriate agency and its employees for services rendered for such purposes.

"(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary of Labor.

"Rules and regulations

"SEC. 205. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

"Appropriations

"SEC. 206. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$65,800,000 for the fiscal year ending June 30, 1963, and not to exceed \$110,667,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

"TITLE III—ON-THE-JOB TRAINING

"Development of on-the-job training courses

"SEC. 301. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip individuals selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by private and public agencies, employers, trade associations, labor organizations and other industrial, educational, and community groups which he determines are qualified to conduct effective training programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

"(b) The Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs conducted pursuant to the provisions of title IV.

"Training program standards

"SEC. 302. In adopting or approving any training program under this title, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards and policies, including assurances—

"(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

"(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

"(3) that adequate and safe facilities, personnel, and records of attendance and progress are provided; and

"(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

"Supervision of on-the-job and related training programs

"SEC. 303. The Secretary of Labor shall make appropriate provision for supervision of the on-the-job training programs conducted under this title to insure the quality of the training provided and the adequacy of the various programs.

"State agreements

"SEC. 304. (a) The Secretary of Labor is authorized to enter into an agreement with a State, or with the appropriate agency of the State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse such State or appropriate agency for services rendered for such purposes.

"(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss, and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary of Labor.

"Rules and regulations

"SEC. 305. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

"Appropriations

"SEC. 306. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$2,800,000 for the fiscal year ending June 30, 1963, and not to exceed \$4,800,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

"TITLE IV—VOCATIONAL TRAINING

"Provision of vocational training

"SEC. 401. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of title II of this Act, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide the vocational training needed to equip individuals, referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupation specified in the referrals. Such State agencies shall provide for such training through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. Any such agreement may provide for payment to such State agency of up to 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed individuals, and up to 50 per centum of the cost with respect to other individuals, and shall contain such other provisions as will promote effective administration (including provisions for reports on the attendance and performance of trainees, with immediate notice to the Secretary of Labor in the event a trainee fails to attend or progress satisfactorily, and provision for continuous supervision of the training programs con-

ducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title: *Provided*, That, after eighteen months after the enactment of this Act, any amount paid to a State to carry out an agreement authorized by this part shall be paid on condition that such State shall bear 50 per centum of such cost. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare shall provide the needed training by agreement or contract with public or private educational or training institutions.

"Cooperation with Secretary of Labor"

"SEC. 402. The Secretary of Health, Education, and Welfare shall cooperate with the Secretary of Labor in coordinating vocational education programs with on-the-job training conducted pursuant to the provisions of title III.

"Rules and regulations"

"SEC. 403. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

"Appropriations"

"SEC. 404. There is hereby authorized to be appropriated to the Secretary of Health, Education, and Welfare a sum, not to exceed \$28,500,000 for the fiscal year ending June 30, 1963, and not to exceed \$42,000,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

"TITLE V—MISCELLANEOUS"

"Apportionment of benefits"

"SEC. 501. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under titles II, III, and IV of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in accordance with uniform standards and in arriving at such standards, shall consider the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State.

"Other agencies and departments"

"SEC. 502. (a) In the performance of his functions under this Act, the Secretary of Labor, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in subsection (d). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and, to the extent permitted by law, to provide such services and facilities as he may request for his assistance in the performance of his functions under this Act.

"(b) Funds authorized to be appropriated under this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

"(c) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

"(d) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that such assistance will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

"Maintenance of State effort"

"SEC. 503. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under title III, or the Secretary of Health, Education, and Welfare, if the program is authorized under title IV, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

"Selection and referral"

"SEC. 504. The selection of individuals for training under this Act and the placement of such individuals shall not be contingent upon such individual's membership or non-membership in a labor organization.

"Secretaries' reports"

"SEC. 505. (a) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under titles I, II, and III, including the number of individuals trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.

"(b) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under title IV, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

"Termination of authority"

"SEC. 506. (a) All authority conferred under titles II, III, and IV of this Act shall terminate at the close of June 30, 1964.

"(b) Notwithstanding the foregoing, the termination of these titles shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment, or other obligation entered into pursuant to these titles prior to the date of such ter-

mination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under titles II, III, and IV of this Act after December 30, 1964.

"Appropriations"

"SEC. 507. There is hereby authorized to be appropriated to the Secretaries of Labor, and Health, Education, and Welfare such sums as may be necessary to administer the provisions of this title, but not to exceed the sum of \$1,600,000 for the fiscal year ending June 30, 1963, and not to exceed the sum of \$2,750,000 for the fiscal year ending June 30, 1964."

Mr. POWELL (interrupting the reading). Mr. Chairman, I ask unanimous consent that the substitute be considered as read, and be open to amendment at any point.

Mr. GRIFFIN. Mr. Chairman, reserving the right to object, I should like to inquire as to whether the substitute the gentleman from Pennsylvania now offers is the same as H.R. 10363, the bill which was introduced by the gentleman from New York [Mr. GOODELL]? Is it identical in all respects?

Mr. HOLLAND. It is identical.

Mr. KEARNS. Will the gentleman from New York [Mr. GOODELL] be known as a cosponsor of the bill? We had one famous bill here known as the Landrum-Griffin bill.

Mr. HOLLAND. This is of bigger importance than the Landrum-Griffin bill.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

The CHAIRMAN. The gentleman from Pennsylvania [Mr. HOLLAND] is recognized for 5 minutes in support of his amendment.

Mr. HOLLAND. Mr. Chairman, in making this proposal, I am encouraged by the wide support given this legislation and the many fine things said about it from all parts of the country and from both sides of the aisle.

In proposing this substitute, I am, in effect, reintroducing my own bill, H.R. 8399, as it was reported by the Committee on Education and Labor, 24 to 3, last July 27. With the cooperation and assistance of the gentleman from New York [Mr. GOODELL], the ranking minority member of our subcommittee, we worked untiringly for the passage of this legislation, we have made certain modifications which will have a wide appeal to the Members of this body.

I would like to remind the House that it has been 7 months since the committee discharged its obligations on H.R. 8399.

Since then we have had two hearings before the Rules Committee—one last September and a second one several weeks ago.

I have also had the benefit of letters from many parts of the Nation as well as firsthand discussions with many of my own constituents, who are looking forward to the promise and hope which this bill will provide for them.

As the Senate passed a companion bill on August 23, I have carefully studied the debate which took place in that Chamber and, finally, I have consulted quite frequently with many of the Mem-

bers, from both sides of the aisle, since Congress convened.

From all these sources, some significant additions to H.R. 8399 have been incorporated into the substitute. I would like to summarize these changes for you.

First. The most important is to spell out the fact that payment of training allowances are for those adults who have had at least 3 years of gainful employment and who are heads of households. This has always been my view, but to define it clearly is quite agreeable to me and to my colleagues.

Second. This bill was developed for the unemployed—the factory worker, the miner, and the white-collar clerk. It has been brought out, however, that the small farmer and the farmhand are also experiencing hardship from technological change. To help those whose net income is less than \$1,200 per year we have considered them “unemployed,” rather than underemployed, for the purposes of this bill. I appreciate the help of my Republican and Democratic colleagues from the rural areas of the Nation for this suggestion and recommendation.

Third. It was the intent of this bill to preserve the system of training allowances separate from unemployment insurance benefits. In order to make this intent perfectly clear, a provision has been added which states the reimbursement of moneys will be given to those States which pay insurance benefits for time spent in training. This will insure replacement of funds to those States now following this practice.

Fourth. A fourth change has to do with the training for youth. H.R. 8399, as reported, provided training for all ages. In order to clarify this intent for those of us who are interested in the many unemployed between the ages of 16 and 21, my substitute includes a provision to provide this training.

Fifth. One oversight has been brought to our attention. It is the theory of the bill that those getting training will get training allowances rather than unemployment insurance benefits. These allowances are pegged at the State average. We failed, however, to take account of the unemployed person receiving benefits above the State average; the substitute makes this change.

Sixth. The original bill provided for 10 supergrade positions and we find this is no longer appropriate. It has, therefore, been eliminated in this substitute.

Seventh. The training for minor skills, requiring less than 2 weeks' time, will be prohibited unless immediate job opportunity is available before the training is undertaken.

Eighth. No training allowance will be available for those requiring less than 6 days' training. For jobs such as dishwashers, waitresses, and the like which require only 2 days' training, training will be available but not allowances.

Ninth. Trainees are required to have satisfactory attendance and show progress to remain under the program. Failure to do so—without good cause—

will automatically stop the payment of allowances, and trainee cannot again qualify for at least 1 year.

Tenth. Applicants for training under this program cannot qualify if they have, during the previous year, received allowances for training under any other Federal program.

Eleventh. In regard to the subsistence and transportation expenses of trainees under this program, actual and necessary expenses must be shown. In no event shall these exceed \$35 per week or 10 cents per mile.

Twelfth. States will be required to match Federal funds covering the cost of training allowances as quickly as is feasible.

These changes were discussed and approved by all interested persons.

I appreciate the help given me by all the Members who assisted and I would again like to commend Congressman GOODELL for his suggestions and recommendations.

Mr. Chairman, I am interested in getting our unemployed back to work—active in the work force of the Nation—thereby allowing our people to regain their self-respect and permitting them to again support their families and educate their children.

This, Mr. Chairman, is first and foremost in my mind.

To accomplish this I will cooperate with all Members on both sides of the aisle.

I know many Congressmen—both Republican and Democratic—who represent districts that need this legislation, and I know these Members want to vote for this bill.

I want them to be able to do so and I will bend over backward to let them.

What is most important is that we give our unemployed of the Nation the chance they so greatly need.

With the assistance and advice of the gentleman from New York [Mr. GOODELL] I believe we have the legislation properly prepared to meet the approval of all factions in this Congress.

Therefore, Mr. Chairman, I ask the support of my colleagues on both sides of the aisle for the amendment in the nature of a substitute bill which is now on your desk.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I rise in support of the substitute.

Mr. Chairman, I want at the outset to commend my colleague, the gentleman from Pennsylvania [Mr. HOLLAND], for his work on this legislation, and I want to pay particular tribute to him for his willingness to accept this substitute, H.R. 10363, and offer it jointly on a bipartisan basis. And, I wish to emphasize the difference between this substitute on which we will vote and the bill that came from the committee.

This substitute will focus the bill on the unemployed workers who are heads of families and who have held jobs for at least 3 years. There will be no training allowance to a worker who does not fall in that category. It requires matching by the States of the administrative

cost and of the training allowance cost after a period of 18 months. Experience has shown that where the States participate and put up some of this money, and they participate in this program through the employment offices locally and through the vocational offices locally as well as through the State legislatures appropriating money, that the program turns out to be much more efficient. The unemployment compensation fund will be protected by a new provision in my substitute bill. We had a running debate throughout the consideration of this bill as to how we could preserve the independence of this unemployment compensation system and the local control over it. We have worked out a system of reimbursing those unemployment trust funds which permit the payment of benefits to workers who are undergoing training. This, I believe, is important. It means that there will be an inducement for our State legislatures to extend the provision permitting unemployed workers to take their training while collecting unemployment benefits. Today, in most of our States, in all but 17, this is forbidden. A worker who is unemployed cannot be trained and still draw unemployment compensation. He has no choice. In other words, he must sit and just take the benefits. The substitute requires that there must be an immediate job opportunity if training is to be for less than 2 weeks. It is my view that if you are going to train a worker for less than 2 weeks' time, you should know that there is a job waiting for him at the end of that period.

The substitute forbids any training allowances for training of less than 6 days. This does not mean they cannot train workers for skills which take less than 6 days to acquire. But such trainees are not going to be paid a training allowance during that period. H.R. 10363 requires specifically satisfactory attendance and progress and requires the vocational school, or whatever other facility is involved, to notify the local employment office immediately if satisfactory performance is not forthcoming from the trainees.

Mr. Chairman, the bill forbids any payment of training allowances for 1 year after the training is completed, or after the training is turned down by a worker. This will foreclose the possibility of a worker collecting unemployment compensation after being advised by the office of employment locally that he should get some training and go back to work and he deciding that he wants to wait until his unemployment compensation runs out and then go over and get some training allowances. If he is offered the opportunity to train and turns it down, under the substitute and under the bill he will thereafter be ineligible for a training allowance for 1 year. We will permit no training eligibility to be determined by the employment office on the basis of union membership or non-union membership, and we restrict the types and amounts of transportation and subsistence allowances that can be paid.

Mr. Chairman, H.R. 10363, which is the substitute now pending before the

House, I believe is an efficient and effective and progressive program that this Congress should support upon a bipartisan basis. The program will help these workers get off the welfare and unemployment rolls and back into the productive stream of our economy.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Iowa.

Mr. GROSS. What happens to the money in case a State does not want to participate, or does not have the money to participate? What happens to the money that is appropriated by the Federal Government? Does it go to some other State?

Mr. GOODELL. First of all, I do not think we will have many States that will not participate. If they do not participate the Office of the Department of Health, Education, and Welfare has the authority to set up some programs of vocational training in the area. This is only in the event that the State refuses to go along and provide these services themselves. We have such a vast program of vocational education today with 47 percent of it paid locally, 35 percent by the States, and only 19 percent by the Federal Government, that I do not think there is much danger of the States refusing to go along with this program.

Mr. PUCINSKI. Mr. Chairman, I move to strike out the last word.

(Mr. PUCINSKI asked and was given permission to revise and extend his remarks.)

Mr. PUCINSKI. Mr. Chairman, I rise in support of the substitute amendment now pending before the House. I am in full agreement with the previous speakers to the effect that the gentleman from Pennsylvania [Mr. HOLLAND] and the gentleman from New York [Mr. GOODELL] certainly deserve the gratitude and commendation of the entire Congress for working out an agreeable and acceptable formula that we can vote on today.

Mr. Chairman, I think that the substitute provision in some instances strengthens the bill. I would like to particularly point out the tribute that belongs to the gentleman from Pennsylvania [Mr. HOLLAND]. Two years ago the gentleman from Pennsylvania [Mr. HOLLAND] had asked the chairman of the Committee on Education and Labor of the House permission to conduct hearings on the effect of automation on the American economy. He has done a magnificent job. He has assembled a tremendous record of information and knowledge on this subject. The mere fact that we are here today, able to vote on this bill, I think is a tribute to his diligence and his sincere interest in this subject. I think the fact that we are able to vote on this bill today also reflects the new look in the Committee on Education and Labor of the House under the chairmanship of the gentleman from New York [Mr. POWELL] who has indeed encouraged this investigation of the impact of automation on the American employment scene, and who has helped the committee in every aspect.

Mr. Chairman, if this bill is adopted today, and I hope it will be, we indeed are writing an historic piece of legislation into the books of our country.

We are in this way giving full meaning to the fact that the Congress of the United States recognizes that problems in the employment field of America must follow the trend of automation; but we are also strengthening the whole concept of free enterprise as contrasted to the communistic totalitarian system's economy. We are saying here in effect that we recognize that American industry, working within the concept of free enterprise, has the right, has the responsibility, has the duty to move forward, to develop new technological means; but we are also recognizing that in this process there is a great dislocation of workers. And we here today are trying to provide legislation which will take care of these dislocated workers and put them back into the stream of gainful employment.

There are people in this country who have been unemployed for many, many years. These are people who want to go to work. These are people who want to preserve their personal dignity and earn their livelihood. But they have been dislocated from their regular jobs for various reasons—automation, movement of industry, foreign imports, various other reasons.

This legislation will help an estimated 450,000 people become better trained to take on new skills to replace old ones for which there no longer is a need because of technological improvements. The impact of these 450,000 people who would be helped by this legislation would be of great benefit to the economic growth of the country, to an extent that can hardly be estimated.

The question was raised, can older people be retrained? I have such profound confidence in the ingenuity and ability of the American worker that there is not the slightest doubt in my mind that a man who has worked with machines all his life can, indeed, be retrained for another job regardless of his age. There is not the slightest doubt in my mind that this can be done with considerable success. In Chicago, we have seen hundreds of older workers lose their original jobs—jobs they held for many years—because some very large companies have moved to other parts of the country. There is no demand for these workers' particular skill in most instances. I believe the only way you can put these people back to work is to quickly train them for another job. There are jobs available. You need only look at the want ads of many newspapers to verify this statement. With just a little help in retraining, many of those now unemployed can be helped to qualify for these jobs.

The question was raised quite properly by the gentleman from Ohio, Mr. ASHBROOK, whether or not this is going to intrude upon other vocational programs. I think the substitute bill certainly reduces that possibility. Notwithstanding that, however, it appears to me that any

legislation can be successful only if the legislative branch of the Government continues periodically to review the activities of the executive agencies of Government. We have had several examples of this in our committee under the chairmanship of the gentleman from New York [Mr. POWELL] when we called in administrators to see what they are doing with legislation that we pass in Congress; to see whether or not they are doing a good job. On a bipartisan basis we have suggested ways to improve administration of laws passed by Congress, in those cases where they have not been staying within the spirit of the act. I think if this act does not work, or is not administered properly by the agencies, Congress should react very swiftly. It is my judgment that Congress has a duty to ascertain whether the laws it enacts are being properly administered by the agencies.

Mr. KEARNS. Mr. Chairman, may I inquire of the chairman of the committee, the gentleman from New York [Mr. POWELL], how many amendments are pending on his side?

Mr. POWELL. Mr. Chairman, we have no amendments. We have worked this bill out in compromise.

Mr. KEARNS. Mr. Chairman, if there are any amendments pending on either side, may I ask whether they are perfecting amendments, or whether they are amendments that change the substance of the bill?

Mr. POWELL. Mr. Chairman, I do not know of any amendments that are pending.

Mr. KEARNS. Mr. Chairman, may I ask what amendments are pending, if any?

Mr. CRAMER. Mr. Chairman, I have an amendment, which is at the desk.

Mr. GROSS. Mr. Chairman, I demand the regular order.

The CHAIRMAN. The Chair recognizes the gentleman from Pennsylvania [Mr. KEARNS] on the pending amendment.

Mr. KEARNS. Mr. Chairman, I move that all debate on the pending amendment and all amendments thereto close at 2:15 p.m.

Mr. POWELL. Mr. Chairman, the distinguished minority leader of my committee has moved that all debate close at 2:15. If he will amend his motion to reserve the last 5 minutes to this side, I would have no objection to that.

Mr. GROSS. Mr. Chairman, a point of order.

The CHAIRMAN. The gentleman will state it.

Mr. GROSS. The gentleman may not make a reservation on a motion.

Mr. KEARNS. Mr. Chairman, I withdraw my motion.

Mr. GRIFFIN. Mr. Chairman, I rise to support the Holland-Goodell substitute and to call attention to several items which, I think, deserve particular attention. This bill would set up a 2-year program as it will be amended by the Holland-Goodell substitute and would authorize expenditures in the neighborhood of \$253 million. I do not

believe it is realistic to expect that the Department of Labor can properly and wisely spend as much money as is authorized for the first year of this program. Looking back at the area development legislation, sometimes referred to as the depressed-area bill, we know it has taken a long time to get that program under way. Before the pending bill could be effective, there must be made an inventory of the skills in short supply and a number of other steps must be taken. I should like to call the attention of the Committee on Appropriations to the fact that more money is probably being authorized than will be needed or can wisely be used in the first year. The Committee on Appropriations should take a close and careful look, and require that the Department of Labor justify fully the appropriation of any funds authorized by this bill.

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. GRIFFIN. I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. I would call the attention of my colleague to the fact that just the other day, in a discussion at the Department of Labor, I asked about the retraining provisions of the Area Redevelopment Act.

I was given to understand that as far as the retraining provisions of the Area Redevelopment Act are concerned, the funds appropriated have been almost completely committed for the current fiscal year. I do not know if the gentleman has other information, but that is the information which was given to me.

Mr. GRIFFIN. I join the gentleman in the desire to get this program underway as quickly as possible. It is not my purpose to retard it; however, I am suggesting that it is difficult to get a program of this kind rolling at once. It is going to take some time, and I question whether the full amount to be authorized by this bill is necessary.

Mr. Chairman, I should like to go to another point. The substitute contains an important provision in section 504 which provides that selection of trainees shall not be contingent upon membership or lack of membership in a labor organization. I would assume that if this provision had not been included we could expect that the Department of Labor, under no circumstances, would select trainees on the basis of whether or not they happened to belong to a union. In the selection of trainees, surely unemployed workers have the right to expect and demand that the Department of Labor will not discriminate on the basis of whether a person happens to be a union member or happens not to be a union member.

This can be very important because workers of the Negro race are excluded from membership in a number of unions, and a large percentage of the unemployed are Negroes.

Now that section 504 has been included in the Holland-Goodell substitute, it should not be taken out in conference. If the conferees should now allow the provision to be taken out it might be inferred that Congress would condone discrimination by the Department of Labor,

on the basis of union membership or the lack of thereof. Accordingly, it is very essential now that section 504 be retained by the conferees.

I assume that the gentleman from Pennsylvania [Mr. HOLLAND] will be among the conferees. Will he comment in regard to section 504 of the substitute he has offered which provides that the selection of individuals shall not be contingent upon membership or nonmembership in a labor organization?

Mr. HOLLAND. That was the judgment of the committee. I will stand by the committee's decision.

Mr. HARDY. Mr. Chairman, will the gentleman yield?

Mr. GRIFFIN. I yield.

Mr. HARDY. This is a new bill we have before us now. Is there anywhere in writing an explanation of this bill similar to the analysis contained in the report on the original bill we had before us?

Mr. GRIFFIN. I will yield to the gentleman from New York [Mr. GOODELL] to reply.

Mr. GOODELL. I believe in general terms the analysis applies, but in the substitute we have made probably a total of 15 or 16 changes that I think are rather substantial, matching provisions, priority of employment, and so forth.

Mr. HARDY. If the gentleman will yield further, that is a matter I would like to know a little more about. There has been some discussion of matching provisions, but it has not been fully explained. I think we are probably going to be called upon to do something without knowing everything we ought to know. I understand in the substitute there is a section dealing with matching provisions which provides that in the event a State does not decide to match, then the Federal Government will assume the whole burden. I want to know if that is the fact.

Mr. GOODELL. May I say to the gentleman that last week I sent a letter to every Congressman dealing with the differences between the original bill and the substitute. Second, may I state that where a State does not enter into an agreement with the Federal Government under the vocational education system, then HEW can go in there and set up a program in the States where necessary to train workers.

Mr. HARDY. So that if the State does not pay half the cost then HEW pays it all.

Mr. GOODELL. No. In those instances HEW presumably will be able to provide only a limited program of training in such States, HEW will take over, if the State refuses to go along, and set up some kind of a small program in that State. They will use such facilities as may be made available to them, high school facilities, and so forth.

Mr. HARDY. But to the extent that it is carried on, the Federal Government will bear the entire cost.

The CHAIRMAN. The time of the gentleman from Michigan has again expired.

(On request of Mr. LANDRUM, and by unanimous consent, Mr. GRIFFIN was al-

lowed to proceed for 1 additional minute.)

Mr. LANDRUM. Mr. Chairman, will the gentleman yield?

Mr. GRIFFIN. I yield to the distinguished gentleman from Georgia.

Mr. LANDRUM. I would like my distinguished friend from Michigan to direct his attention again to section 504, which he was discussing at the time this colloquy developed, with regard to membership or nonmembership in unions being required of people who are trained under this program in place. Take the case of an electrical contractor who has a collective bargaining agreement with a union; the union has an apprenticeship program which the prospective employee must complete before he can be employed under that collective bargaining agreement. How is the fellow who is to be trained under this act going to be protected in his right to get a job when he moves in to apply for employment in a concern which has a collective bargaining agreement of that type?

The CHAIRMAN. The time of the gentleman from Michigan has again expired.

(Mr. GRIFFIN asked and was given permission to proceed for 3 additional minutes.)

Mr. GRIFFIN. Certainly I would not minimize the fact that in some situations even though a person did receive training he might still have difficulty in obtaining a job.

Mr. LANDRUM. This section 504 is not going to protect a person from that sort of situation?

Mr. GRIFFIN. It protects against discrimination in the selection of trainees.

Mr. LANDRUM. It does not give him protection in the placement of the fellow who has been trained?

Mr. GRIFFIN. No. The section goes only to the selection of trainees. In selecting trainees the selection shall not be contingent upon membership in a union or nonmembership in a union. That is as far as the section goes.

Mr. LANDRUM. So an employer with a collective bargaining agreement with a union is not going to be able to hire a person unless the person meets the apprenticeship requirements of the union?

Mr. GRIFFIN. That might be the case in some situations. There would be other situations in which it would not apply.

Mr. LANDRUM. If the gentleman will indulge me further.

Let us look at the situation which prevails in New York City today as between the electrical contractors and the electrical unions. Is it not likely that a person trained or retrained under this act would find himself absolutely helpless in the face of that situation?

Mr. GRIFFIN. Unfortunately, I think it is conceivable that in some localities a person who has been trained under this program and acquires certain skill might still find it difficult or all but impossible to find a job because of discriminatory practices, but at least we are taking a step in the right direction in training these people. Certainly

they cannot obtain jobs if they do not have training or cannot get training in a particular skill or trade. To that extent I think we would be applying some pressure toward a change in the situation in some areas.

Mr. LANDRUM. I thank the gentleman.

Mr. GROSS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Chairman, I have reread this list of jobs for which training would be provided by the Department of Labor and nowhere do I find any indication that voluntarily or unvoluntarily retired Members of Congress would be trained. Was any consideration given to that?

Mr. POWELL. There has already been a unanimous-consent request for the retraining of retired Members of Congress.

Mr. GROSS. What would they be retrained for—ticket sellers, bank tellers, waiters and waitresses?

Mr. POWELL. It might even entail twister tenders.

Mr. GROSS. I was going to ask if they might be in that category.

One Member a moment ago mentioned the unemployed because of foreign imports. Did the Committee on Education and Labor go into this subject, and can anyone on the Committee on Education and Labor tell us how many people are unemployed by virtue of imports?

Mr. POWELL. The distinguished gentleman from Pennsylvania [Mr. DENT] has been studying this problem of the impact of imports on unemployment. That study comes to a close tomorrow, March 1, and will be very helpful.

Mr. GROSS. I wonder if the gentleman from Pennsylvania [Mr. DENT] can give us any information as to the number of unemployed and therefore would be likely to come under the provisions of this bill, as a result of foreign imports?

Mr. DENT. Do I have an estimate of how many people are unemployed because of the impact of imports that would be benefited by this bill?

Mr. GROSS. Yes.

Mr. DENT. As I understand this bill, it relates to those who are unemployed because of internal conditions, such as automation. We are holding up relief for those who are displaced because of imports until we pass the new trade bill.

Mr. GROSS. It is as simple as that.

Mr. DENT. I do not know how simple it is.

Mr. GROSS. I am just wondering how you are going to find the jobs, not only for these people, but others who are out of work. How is it proposed to find jobs, by training or retraining, for people who are out of work because of foreign imports? There are no jobs for them because foreigners have taken over their employment.

Mr. DENT. The only thing I can say is, regardless of whether there are jobs

available, it is absolutely essential that if persons are displaced from an industry in which they have worked and have been trained, we must, at least, give them hope that they will have a job, and at least take them to whatever job may come up.

Mr. GROSS. Do you think they can live on hope?

Mr. DENT. Well, I do not know. There are about 11 million people in the United States drawing relief, some in the third generation. They are doing pretty fair at it.

Mr. PUCINSKI. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from Illinois.

Mr. PUCINSKI. It is my understanding as I read this legislation that it would apply to retraining the unemployed worker, regardless of what the cause of the unemployment may be.

Mr. GROSS. Now we have a difference of opinion on this subject. I wonder if the chairman could clarify it.

Mr. POWELL. I would like to say to the gentleman that there are 175,000 unfilled jobs reported each month.

Mr. GROSS. Well, but that does not answer the question of the number who are unemployed by virtue of foreign imports, and whether they can benefit under this bill. The gentleman from Pennsylvania indicates they will not benefit, and there must be many thousands in this country who have been knocked out of their jobs because of imports.

Mr. JOELSON. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from New Jersey.

Mr. JOELSON. The bill provides specifically that it will apply to any employee who is seeking work; it does not matter whether he is out of work due to automation or due to the fact that his plant closed down or due to foreign imports or any other reason. As far as your statement about not being able to find a job after he gets training, the bill provides specifically that there shall be a survey as to what skills are needed, and when that determination is made he is trained for this potential job.

(Mr. KYL asked and was given permission to revise and extend his remarks.)

Mr. KYL. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I asked for this time for the purpose of begging the indulgence of either the gentleman from New York [Mr. GOODELL] or the gentleman from New York [Mr. POWELL] for the purpose of presenting a couple of questions. The first one is this. If we are to distinguish between temporary programs as such and permanent programs as such, does the gentleman think that this program would be characterized as temporary or permanent?

Mr. GOODELL. May I say to the gentleman that I would hope that this program will be so effective that we will renew it and find that we want it to be a permanent program to put the people back to work. But, if we do not need it,

we will not renew it. We require, in my substitute, a report in a year and then a report at the end of the second year, in great detail, as to the results, so that we can appraise whether we are really putting 3 percent, 5 percent, or 12 percent of these unemployed back to work through this training program. I intend to evaluate it very carefully as it goes along and eliminate it if it does not do the job.

Mr. KYL. The second question is in regard to the imposition of Federal control. Does not the gentleman believe there is a degree of compulsion on the part of the Federal Government in the very essence of these cost-sharing programs? In other words, does not the State legislature feel the Congress again has applied the blackjack. They say we can go along if we want to, but if we do not we lose the money.

Mr. GOODELL. Well, I would agree with the gentleman that this does apply.

In many instances, however, where the States are not doing this job it is because they do need the help of our employment office, and they do need the help of our vocational programs. We are trying to get them coordinated so that there will be liaison between the local, State, and Federal agencies that have to operate in this field in order to pinpoint those workers that can be retrained and those skills that are short, and to see that they train them in those skills and not in obsolescent skills.

Mr. KYL. I would say to the gentleman that within the last year or 2 year period the State of Iowa's office of unemployment and retraining has done the job outlined by the legislation under which they operate, but in each instance because they did the job they ran short of money. The Department of Labor did not furnish the necessary funds for the operation.

Mr. GOODELL. If the gentleman will yield further, I am aware that the Department of Labor and the Department of Health, Education, and Welfare cut back on these programs during the last year. While saying they were in favor of giving more emphasis to this, they cut back in their expenditures.

Mr. KYL. Mr. Chairman, in this list of occupations I notice airline hostesses and telephone operators. It has been my understanding that the private enterprise companies involved have been training people for these jobs. Is there anything in this legislation which would prevent these industries from turning over the cost of this training to the Federal Government?

Mr. GOODELL. If the gentleman will yield further, if there is any on-the-job training—and many of these fall in this category—if there is any on-the-job training program that is in existence they must go ahead and pay for it at their regular rate, and we will pay only a training allowance if the total pay to that individual involved in on-the-job training is less than the average unemployment compensation in that particular State. In other words, if they are getting on-the-job training, and are getting more than the average of unemploy-

ment compensation from the employer himself, there would be no training.

Mr. KYL. Is there any reason to suspect that the airline companies would not continue to accept the burden of training these people?

Mr. GOODELL. I think they would. I think with this program and with the restrictions we have written into it the Secretary of Labor would be compelled to see that they would continue it, and not give training allowances under such circumstances.

Mr. KYL. The gentleman mentions this on-the-job training. Is it conceivable that such a position as dishwasher, or housekeeper could not be as it has always been, an on-the-job training proposition? Are we not stretching the point a little bit by listing occupations such as these?

Mr. GOODELL. I say that I agree with the gentleman. I considered an amendment to forbid training for these types of things, but the difficulty was describing the various occupations we could list, such as dishwasher, and things of this nature, in the bill-itself. But we do not expect them to give this type of training.

Mr. HIESTAND. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, up until now we have had quite a harmonious party, and a great many bouquets have been thrown to the committees and the individuals who have done this work, and I do not see the need to discourage those bouquets. No doubt they are deserved, and well deserved.

But, Mr. Chairman, I think we should consider what we are doing here. We are doing something that I am quite sure a lot of Members of this House would not do if they knew the facts.

Mr. Chairman, I opposed the rule yesterday because as I stated, there was going to be a substitute bill offered involving, as it is said, some 28 amendments, and this would be pretty much an entirely different bill than had been presented to the Rules Committee. I have studied these amendments, and many of them are acceptable, of course, but in effect we are writing a bill on the floor without ever having read it. This bill has not been read on the floor, and the entire amended bill is here presented. Requests have been made for the details on the changes, and to some degree they have been discussed, but not completely. In other words, we are voting blind if we vote on this bill.

Mr. Chairman, let us consider the fact that about 90 percent of the bills that have been sent up to us for enactment from the administration have three basic ingredients: No. 1, bigger Federal Government; No. 2, bigger executive power, especially within the Department of Labor, and No. 3, very much increased spending—in this case some \$263 million. That is a colossal sum of money.

Mr. Chairman, testimony was offered yesterday that some of the vocational departments could not properly spend the money that had been appropriated,

and I have no doubt that it is true. But here we would take \$263 million to retrain a great many people.

I cited yesterday just a few instances, and I shall not repeat, but in a study made at Bridgeport, Conn., about 4,400 unemployed were checked and examined and cards made and deducting those who were not interested, those who could not pass a test and those who failed to show up, the inquiry wound up with 57 who finished the course. Only 53 trainees were placed, out of the original 4,400.

In Oklahoma City, Armour & Co. had to lay off 400 people. The company knew about it in advance and offered training courses and finally got 58 through the training courses, and only 7 of those were finally employed.

The Detroit Public Welfare Commission made a study of 761 people. Only 146 could qualify.

So it goes, in innumerable other cases. Why do I mention that? For this reason. The bill S. 1991, sent over from the other body, provides \$655 million. It was estimated that this would train at least 100,000 people. Mr. Chairman, that is \$6,550 per person. This bill authorizes \$263 million, and taking the percentage of those who eventually can be trained, which would be about 41,000 people, it would cost \$6,450 per person.

I think we have to consider what this bill really is. Is it the right bill or will the money just go down the drain?

The gentleman from Ohio [Mr. ASHBROOK] mentioned the fact that we had, and he cited them, 20 vast training programs now being administered. This is a gigantic bill to be superimposed on all of those; there is no cooperation with them provided, and no coordination. It is proposed to train many thousands of others including, I am told, by the way—and I do not happen to be a farmer—but I am told practically all family farmers in the United States. I know of one—and there are several others, perhaps—that has a gross income of \$75,000 and made less than \$1,200 net income. All farmers with a net income of \$1,200 would be eligible, and that means all family farmers.

The CHAIRMAN. The time of the gentleman from California [Mr. HIESTAND] has expired.

(Mr. HIESTAND asked and was given permission to proceed for 5 additional minutes.)

Mr. HIESTAND. Mr. Chairman, here we have a project that will put the Federal Government into the business of guaranteeing jobs. Private industry could not guarantee jobs, of course not, and I question that the Federal Government can possibly do so.

With regard to the expense of the project, I propose to offer an amendment shortly that will cut the requested authorized amount about in half. I feel that if we pass this bill at least we ought to make it reasonable and sensible. I believe a good many Members who are in favor of the bill could vote for that amendment.

Mr. Chairman, may I suggest that our objections to this bill may be characterized in four ways. First, we have these

three basic ingredients, of larger Government, bigger Executive power and Labor Department power and bigger spending. And second, we would attempt to doctor the symptoms of this disease of unemployment rather than getting at the causes of it. There has been no comprehensive survey. Several of our subcommittees are getting to it, but they have not had a complete survey of the whole unemployment picture and its causes. The Labor Department has not done it; nobody has done it.

The impact of automation, the impact of imports, labor troubles, the flight of industry from the community, other adverse business atmospheric conditions, scientific projects, changing markets, changing demands—Mr. Chairman, we cannot legislate intelligently unless we get at the causes of the problems we seek to correct. This only doctors the symptoms at a perfectly stupendous cost. We have all of these other programs, and many people have mentioned them. I do not care to belabor the point or go over them again, but I just say that these points are very important, and we need them to legislate intelligently. The need has not been shown because of all of these other programs involving millions and millions of people on vocational training, are now doing a large part of the job.

Furthermore and lastly, and more importantly than anything else, this is an impractical proposal. It cannot succeed. There are many changeable factors, some of which we have familiarity with and we do believe that the actual the proposed training cannot succeed. Only in rare cases and after study make it succeed. There must be some screening and some analysis to see whether a man is equipped to take training. Many people can qualify to make excellent coal miners and railroad workers. The shortage is in electronics and engineers. The bill does not solve any of these selective problems. True, we try to solve them, but I suggest this is completely impractical. It is a pipe dream. It might be called a gigantic boondoggle. I feel we ought to know what we are doing before we have any tremendous big scheme as this. I am sure when we offer the amendment to cut the expense at least that can be adopted. The bill is a bad bill with all of these 28 amendments, and I do not believe we should ever write a bill on the House floor as we are attempting here today. I oppose the bill and oppose the amendment and urge its defeat.

Mr. POWELL. Mr. Chairman, I ask unanimous consent that all debate on the pending amendment, and all amendments thereto, close at 2:30 p.m.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

Mr. HIESTAND. I object.

Mr. POWELL. Mr. Chairman, I move that all debate on the pending amendment, and all amendments thereto, close at 2:45 p.m.

The CHAIRMAN. The question is on the motion offered by the gentleman from New York [Mr. POWELL].

The motion was agreed to.

The CHAIRMAN. Under the limitation of time, the Chair will recognize those Members standing and seeking recognition.

The Chair recognizes the gentleman from New York [Mr. HALPERN].

Mr. HALPERN. Mr. Chairman, I offer an amendment which is at the Clerk's desk.

The Clerk read as follows:

Amendment offered by Mr. HALPERN to the amendment offered by Mr. HOLLAND: On page 22, after line 18, insert the following and renumber the following sections to conform:

"NATIONAL ADVISORY COMMITTEE

"SEC. 503. (a) The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

"(b) The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.

"(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section."

The CHAIRMAN. The gentleman from New York is recognized.

Mr. HALPERN. Mr. Chairman, this amendment will establish a National Advisory Committee, which will be named by the Secretary and will consist of 10 people who shall be chosen from representatives of labor, management, agriculture, education, and training and the public in general.

This Committee would encourage and assist in the organization of labor-management-public committees on a plant, community, regional, and industrial basis.

Such local committees are highly desirable, for they could and would provide the local initiative which is essential for the complete success of the manpower development and training program, and also for the achieving of an increase in the rate of U.S. productivity.

I strongly believe that this substantive amendment to this Manpower Development and Training Act gives this Congress a unique opportunity to plant the seeds of local cooperation throughout the country. The work of plant, community, regional and industrywide councils in implementing the purposes of this act cannot but extend into other aspects of the productivity issue. When all facets of our economic community begin to understand and freely discuss with each other, many of our problems will be well on the way to solution. The important thing is to get these segments of our communities started on a com-

mon working relationship, built around common interest.

Mr. Chairman, I am certain that this amendment will serve this extremely desirable goal.

The chairman of the committee, the gentleman from New York, tells me he has no objection to the concept of such an advisory committee and will urge it in conference.

Mr. Chairman, if it is good enough for conference, it seems to me it is good enough for this House to adopt. This, to me, is the proper way to legislate.

Mr. POWELL. Mr. Chairman, I rise in opposition to the amendment to congratulate my beloved friend, the gentleman from New York, for his amendment; but we are constrained to resist all amendments, because we believe that this substitute we have offered is the best possible solution to this problem. I therefore ask for a "no" vote on this amendment and all other amendments.

Mr. GOODELL. Mr. Chairman, I wish to join the chairman in opposition.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. HALPERN].

The amendment was rejected.

Mr. CRAMER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CRAMER to the amendment of Mr. HOLLAND: On page 21, after line 4, insert the following:

"UNEMPLOYMENT RESULTING FROM EMBARGO

"SEC. 502. In carrying out his responsibilities under this Act with respect to the testing, counseling, and selecting for occupational training of individuals, the Secretary of Labor shall give particular attention to individuals whose unemployment is attributable to the embargo on trade with Cuba proclaimed by the President on February 3, 1962. In apportioning Federal expenditures as provided in section 501, the Secretary of Labor shall give special consideration to unemployment resulting from such embargo."

Renumber the sections which follow accordingly.

The CHAIRMAN. The gentleman from Florida is recognized.

Mr. CRAMER. Mr. Chairman, I think the objective of this amendment is obvious. There are nearly 6,000 people who are cigar manufacturers who will be unemployed in the Tampa area, put out of work as a result of the Government Cuban embargo which was imposed on February 3 of this year.

The chairman of the committee suggested that the substitute is the best possible solution to the problems, but I submit to you that the best possible solution to the problem in this situation is the amendment which I have offered. I call your attention to the fact that I think that this particular industry deserves particular attention. This means that the Secretary of Labor and the Secretary of Health, Education, and Welfare will be able to look at this problem at the present time, immediately, under the terms of the amendment, and give it some priority. I think it is entitled to priority for the simple reason that the people are being put out of work by the effects of a direct order of the Federal Government of the United States. Therefore, the Federal Government, in my opinion, has some respon-

sibility. It should be emphasized that the embargo itself is so full of loopholes that the result is going to be that Havana tobacco will continue to come into the United States in the form of finished cigars or leaf that has been processed, coming from foreign countries.

So the loophole is so big and so broad that foreign governments will be able to absorb the \$55 million Havana cigar market, all of that which is presently served by the cigar industry in this country. The effect will be that foreign countries will be able to take a \$55 million industry from the United States.

I say that the provisions of the embargo have been shot full of loopholes by order of the Foreign Assets Control Division of the U.S. Treasury that has just ruled as follows:

Goods, including cigars, made from imports from Cuba may be imported into the United States from the Canary Islands.

The ruling was made by Mrs. Margaret W. Schwartz, Acting Chief of the Division.

And further from Mrs. Schwartz and Stanley Sommerfield, General Counsel of the Division:

Any and all goods processed or manufactured from Cuban imports in a country considered friendly (or at least neutral) may be imported into this country.

Mr. POWELL. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from Florida [Mr. CRAMER].

Mr. GROSS. Mr. Chairman, a point of order.

The gentleman exhausted his time on the previous amendment, did he not? I demand the regular order.

The CHAIRMAN. Each Member was allocated 2 minutes.

Mr. GROSS. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. GROSS. Mr. Chairman, did not the gentleman from New York use his time in response to a previous amendment?

The CHAIRMAN. The Chair will say to the gentleman from Iowa that the gentleman from New York did not use his full 2 minutes.

Mr. GROSS. How much time does the gentleman have remaining?

The CHAIRMAN. The gentleman from New York has 1½ minutes remaining.

Mr. POWELL. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from Florida for the reasons heretofore stated. I might say that in conference with the Secretary of Labor, since the gentleman made his remarks earlier, he has promised me he will devote full attention immediately to the specific problems in the gentleman's district in Florida.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. POWELL. I yield to the gentleman from Florida.

Mr. CRAMER. Will the gentleman include the Secretary of Health, Education, and Welfare as well?

Mr. GOODELL. Mr. Chairman, I will not repeat the remarks I made earlier when I paid tribute to the gentleman from Florida for fighting for his people. has done a fine job today. I join with the gentleman from New York, however, in opposition to his amendment.

Mr. CRAMER. Does that include the Secretary of Health, Education, and Welfare?

The CHAIRMAN. The question is on the amendment offered by the gentleman from Florida [Mr. CRAMER].

The question was taken; and on a division (demanded by Mr. CRAMER) there were—ayes 50, noes 77.

So the amendment was rejected.

Mr. ASHBROOK. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ASHBROOK: On page 14, on line 3 insert the following:

"(j) A person who within 13 weeks after receiving State unemployment compensation benefits fails to apply for retraining under the provisions of this bill shall not be eligible to utilize the provisions and benefits of this bill for 12 months: *Provided, however,* That any person drawing State unemployment compensation benefits at the time this bill is enacted will not be disqualified by this section."

Mr. ASHBROOK. Mr. Chairman, a great amount of debate has concerned the fact that most of our unemployed want to find work. This amendment is predicated on that assumption. Simply stated, what we are doing here is to say that after drawing 13 weeks of unemployment compensation an individual must make a choice as to whether he wants to apply for retraining or take, in most cases, 26 weeks more of unemployment compensation. After 13 weeks he must make a choice. I know there is a certain pride of authorship in this bill which is leading the gentlemen to reject amendments but I suggest this amendment represents something that is badly needed.

Mr. O'HARA of Michigan. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I wish to call to the attention of the Members of the House the fact that the substitute pending before the House contains restrictions upon the drawing of training allowances by persons who do not faithfully carry out their training program or who refuse to accept training for new jobs. I call to your attention particularly subsection (f) of section 202 on page 8 and subsection (i) of section 203 on page 14. Both would terminate training allowances for people refusing to cooperate with the program. The amendment offered by the gentleman from Ohio, however, would place an affirmative duty upon every unemployed person to make application for retraining under the act. I do not think it is reasonable to expect that each and every unemployed person would know of this act and of the duty imposed upon him by the proposed amendment. The amendment affords no real protection that is not already provided in the bill as it is now written, and it should not be adopted.

Mr. GROSS. Mr. Chairman, I move to strike out the last word and yield 37½ seconds to the gentleman from Ohio [Mr. ASHBROOK].

Mr. ASHBROOK. Mr. Chairman, I thank the gentleman from Iowa for yielding me these 37½ seconds. I would say to the gentleman from Michigan, Yes, this does place on the unemployed a positive obligation of making up his mind after receiving 90 days, roughly, of unemployment compensation, whether or not he wants to become entitled to the benefits of the bill. I think it is reasonable that we should do that. The average people will draw 2, 4, 6 to 8 weeks. If a person draws 10 weeks the chances are that they will exhaust all of their benefits. I am saying that after 13 weeks the person should make up his mind either to apply for retraining or get 26 weeks' unemployment compensation but not both.

Mr. GOODELL. Mr. Chairman, I rise reluctantly in opposition to the amendment. I sympathize with the purpose of it. I wish we had had such an amendment offered before the committee so that we might have come up with language to accomplish the purpose. I am afraid the effect or tendency of this amendment is to force the Secretary to put a man in training regardless of whether a job is available. We have provided in the substitute a good many other restrictions to eliminate wasteful training. I am afraid some of these restrictions would be undermined under the 13-week principle, forcing unemployed workers into training regardless of job availability or qualification of workers for that type of training.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Ohio [Mr. ASHBROOK].

The amendment was rejected.

Mr. HIESTAND. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. HIESTAND to the amendment of Mr. HOLLAND: On page 15 on line 3, strike out "65,800,000" and insert "40,000,000," and on line 5 strike out "110,667,000" and insert "60,000,000."

Mr. HIESTAND. Mr. Chairman, I offer another amendment, and ask unanimous consent that these two amendments be considered en bloc.

The CHAIRMAN. Is there objection to the request of the gentleman from California?

There was no objection.

The Clerk read as follows:

Amendment offered by Mr. HIESTAND to the amendment of Mr. HOLLAND: Page 20, on line 9, strike out "28,500,000" and insert "15,000,000," and on line 10 strike out "42,000,000" and insert "30,000,000."

Mr. HIESTAND. Mr. Chairman, these amendments do not need explanation. I am quite sure that if the Members of the House will ponder this bill and its vast possibilities for waste, they will vote for these amendments to keep the bill within reasonable bounds.

Mr. Chairman, I think \$30 million, or \$15 million, is still a lot of the people's money to be spent without a sound plan having been developed.

Mr. Chairman, the gentleman from Michigan [Mr. GRIFFIN] has discussed this stupendous cost most intelligently. A bureau of this size is very difficult to set up, especially for the first year. Any such amount of money as this is absurd. I think the amendments speak for themselves, and I think we should have a good deal of acceptance from both sides of the aisle. We would thereby considerably reduce the wild amount that is asked for. If we must have such a bill let's have one that approaches sanity.

Mr. POWELL. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the gentleman knows he is in error when he says that these amounts of money could not be properly set up, because the gentleman sat in during all of the discussion when these figures were arrived at, the truth is the gentleman was one of the four Members who was opposed to this legislation in the committee. This is just a method of attempting to emasculate the bill. I ask for a vote against the bill.

The CHAIRMAN. The question is on the amendments offered by the gentleman from California [Mr. HIESTAND], to the amendment offered by the gentleman from Pennsylvania [Mr. HOLLAND].

The question was taken; and on a division (demanded by Mr. HIESTAND) there were—ayes 42, noes 99.

So the amendments were rejected.

The CHAIRMAN. The Chair recognizes the gentleman from Kansas [Mr. AVERY].

Mr. AVERY. Mr. Chairman, I do not have an amendment. I do have some questions. I see the gentleman from New York, the chairman of the committee, and the chairman of the subcommittee, present, and yet we are considering the bill authored by the gentleman from New York [Mr. GOODELL]. So I think I had better direct my questions to Mr. GOODELL.

Yesterday I was critical of the approach we were making under the Holland bill because the jobs were not identified for which these people might be trained. In regard to the Goodell bill, or the Holland substitute, as it may be called, am I correct in assuming that section 106 is a directive to the Secretary of the Department of Labor to proceed forthwith to identify these skills and professions and occupations in which there may be a shortage of qualified help; is that correct?

Mr. GOODELL. Mr. Chairman, I would say to the gentleman that is correct; and there is also such a direction to the Secretary of Labor in title II.

Mr. AVERY. One further question. Is the Secretary of Labor expected to refrain from commencing this retraining program until all of these skills have been identified, or may he determine that we need some technicians in a certain field, for example, and start retraining programs for technicians, but withhold the other aspects of the training program until a further identification can be made?

Mr. GOODELL. Many of these studies are now underway. The area skills survey studies, some of them, are completed,

and we would anticipate when they are completed they would move immediately in those areas and if they found obvious shortages of skills in certain areas they would train immediately pending completion of those surveys.

Mr. AVERY. Mr. Chairman, may I ask the gentleman from New York [Mr. POWELL], the chairman of the committee, whether he is in agreement with the responses of his colleague from New York [Mr. GOODSELL], or was he able to give attention to what he said?

Mr. POWELL. Mr. Chairman, I had the gentleman from Michigan in one ear, but I did have the gentleman from New York in the other ear and will say that I do agree fully with him.

Mr. AVERY. I thank the gentleman.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Pennsylvania [Mr. HOLLAND].

The amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. MAHON, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 8399) relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes pursuant to House Resolution 544, he reported the bill back to the House with an amendment adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

The question is on the amendment.

The amendment was agreed to.

The SPEAKER. The question is on engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time and was read the third time.

Mr. HIESTAND. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. HIESTAND. I am.

The SPEAKER. The gentleman qualifies. The Clerk will report the motion.

The Clerk read as follows:

Mr. HIESTAND moves to recommit the bill to the Committee on Education and Labor.

The SPEAKER. The question is on the motion to recommit.

The motion was rejected.

The SPEAKER. The question is on passage of the bill.

Mr. HIESTAND. Mr. Speaker, on that I ask for the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 354, nays 62, answered "present" 1, not voting 19, as follows:

[Roll No. 26]

YEAS—354

Adair	Arends	Barry
Addabbo	Ashley	Bass, N.H.
Addonizio	Aspinall	Bass, Tenn.
Albert	Auchincloss	Bates
Alexander	Avery	Battin
Alford	Ayres	Becker
Andersen,	Bailey	Beckworth
Minn.	Baker	Belcher
Anderson, Ill.	Baldwin	Bell
Andrews	Baring	Bennett, Fla.
Anfuso	Barrett	Berry

Betts	Harding	O'Brien, N.Y.
Blatnik	Harris	O'Hara, Ill.
Boggs	Harrison, Wyo.	O'Hara, Mich.
Boland	Harsha	O'Konski
Bolling	Harvey, Ind.	Olsen
Bolton	Harvey, Mich.	O'Neill
Bonner	Hays	Osmer
Bow	Healey	Ostertag
Boykin	Hechler	Patman
Brademas	Hemphill	Pelly
Bray	Henderson	Perkins
Breeding	Herlong	Peterson
Brewster	Hoeven	Pfost
Bromwell	Hollifield	Philbin
Brooks	Holland	Pike
Broomfield	Horan	Pirnie
Brown	Hosmer	Poff
Buckley	Huddleston	Powell
Burke, Ky.	Hull	Price
Burke, Mass.	Ichord, Mo.	Pucinski
Byrne, Pa.	Inouye	Purcell
Byrnes, Wis.	Jarman	Quie
Cahill	Jennings	Rains
Cannon	Joelson	Randall
Carey	Johnson, Calif.	Reifel
Cederberg	Johnson, Md.	Reuss
Celler	Johnson, Wis.	Rhodes, Ariz.
Chamberlain	Jonas	Rhodes, Pa.
Chelf	Jones, Ala.	Riehlman
Chenoweth	Jones, Mo.	Rivers, Alaska
Chiperfield	Judd	Roberts, Ala.
Church	Karsten	Roberts, Tex.
Clancy	Karth	Robison
Clark	Kastenmeier	Rodino
Coad	Kearns	Rogers, Colo.
Cohelan	Kee	Rogers, Fla.
Collier	Keith	Rooney
Conte	Kelly	Roosevelt
Cook	Keogh	Rosenthal
Corbett	Kilgore	Rostenkowski
Corman	King, Calif.	Roudebush
Cramer	King, N.Y.	Roush
Cunningham	King, Utah	Ryan, Mich.
Curtin	Kirwan	Ryan, N.Y.
Curtis, Mass.	Kluczynski	St. George
Curtis, Mo.	Knox	St. Germain
Daddario	Kornegay	Santangelo
Dague	Kowalski	Saylor
Daniels	Kunkel	Schadeberg
Dawson	Kyl	Schenck
Delaney	Laird	Schneebeli
Dent	Lane	Schweiker
Derounian	Langen	Schwengel
Derwinski	Lankford	Scott
Devine	Latta	Scranton
Diggs	Lennon	Seely-Brown
Dingell	Lesinski	Selden
Dole	Libonati	Shelley
Dominick	Lindsay	Shipley
Donohue	Loser	Short
Dooley	McCulloch	Shriver
Dowdy	McDonough	Sibal
Doyle	McDowell	Sikes
Dulski	McFall	Siler
Durno	McIntire	Sisk
Dwyer	McMillan	Slack
Edmondson	McVey	Smith, Iowa
Elliott	MacGregor	Spence
Ellsworth	Mack	Springer
Everett	Magnuson	Stafford
Evins	Mailliard	Staggers
Farbstein	Marshall	Stratton
Fascell	Martin, Mass.	Stubblefield
Feighan	Mathias	Sullivan
Fenton	Matthews	Taber
Finnegan	May	Taylor
Fino	Marrow	Teague, Calif.
Flood	Michel	Thomas
Flynt	Miller, Clem	Thompson, N.J.
Fogarty	Miller,	Thompson, Tex.
Ford	George P.	Thomson, Wis.
Fountain	Miller, N.Y.	Thornberry
Frazier	Milliken	Toll
Frelinghuysen	Mills	Tollefson
Friedel	Minshall	Trimble
Fulton	Moeller	Tupper
Gallagher	Monagan	Udall, Morris K.
Garland	Montoya	Ullman
Garmatz	Moore	Vanik
Gavin	Moorehead,	Van Pelt
Gialmo	Ohio	Van Zandt
Gilbert	Moorhead, Pa.	Vinson
Glenn	Morgan	Wallhauser
Gonzalez	Morris	Walter
Goodell	Morrison	Watts
Goodling	Morse	Weis
Granahan	Mosher	Whalley
Grant	Moss	Wharton
Gray	Moulder	Whitener
Green, Oreg.	Multer	Wickersham
Green, Pa.	Murphy	Widnall
Griffin	Natcher	Wilson, Calif.
Griffiths	Nedzi	Wilson, Ind.
Gubser	Nelsen	Wright
Hagen, Calif.	Nix	Yates
Halleck	Norrell	Younger
Halpern	Nygaard	Zablocki
Hansen	O'Brien, Ill.	Zelenko

NAYS—62

Abbitt	Gross	Pillion
Abernethy	Haley	Poage
Alger	Hall	Ray
Ashbrook	Hardy	Reece
Ashmore	Harrison, Va.	Rivers, S.C.
Beermann	Hébert	Rogers, Tex.
Blitch	Hiestand	Rousset
Bruce	Hoffman, Ill.	Rutherford
Burleson	Jensen	Smith, Calif.
Casey	Johansen	Smith, Va.
Colmer	Kilburn	Stephens
Davis,	Landrum	Teague, Tex.
James C.	Lipscomb	Thompson, La.
Davis, John W.	McSweeney	Tuck
Dorn	Mahon	Utt
Downing	Mason	Waggonner
Findley	Meador	Whitten
Fisher	Murray	Williams
Forrester	Norblad	Willis
Gary	Passman	Winstead
Gathings	Pilcher	Young

ANSWERED "PRESENT"—1

Martin, Nebr.

NOT VOTING—19

Bennett, Mich.	Hagan, Ga.	Scherer
Broyhill	Hoffman, Mich.	Sheppard
Cooley	Kitchin	Smith, Miss.
Davis, Tenn.	Macdonald	Steed
Denton	Madden	Weaver
Fallon	Saund	Westland

The Clerk announced the following pairs:

On this vote:

Mr. Westland for, with Mr. Martin of Nebraska against.

Until further notice:

Mr. Fallon with Mr. Scherer.

Mr. Hagan of Georgia with Mr. Hoffman of Michigan.

Mr. Denton with Mr. Weaver.

Mr. Madden with Mr. Bennett of Michigan.

Mr. Macdonald with Mr. Broyhill.

Mr. MARTIN of Nebraska. Mr. Speaker, I have a live pair with the gentleman from Washington [Mr. WESTLAND]. If he were present he would have voted "yea." I voted "nay." I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

Mr. POWELL. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the Senate bill (S. 1991) relating to manpower requirements, resources, development, and utilization, and for other purposes, strike out all after the enacting clause and insert in lieu thereof the provisions of H.R. 8399 relating to the occupational training, development, and use of the manpower resources of the Nation, and for other purposes, just passed.

The Clerk read the title of the Senate bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Manpower Development and Training Act of 1961".

TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION

Statement of findings and purpose

SEC. 102. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified

personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be provided with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

Evaluation, information, and research.

SEC. 103. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods for detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto;

(2) establish a program of factual studies of practices of employers and unions which tend to affect mobility of workers, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance plans; and the use of extended leave plans for education and training purposes;

(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of and providing useful work experience and training opportunities for untrained and inexperienced youth;

(4) promote, encourage, or directly engage in programs of information and communication concerning manpower requirements, development, and utilization, including prevention and amelioration of undesir-

able manpower effects from automation and other technological developments and improvement of the mobility of workers; and

(5) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

Skill and training requirements

SEC. 104. The Secretary of Labor shall develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, training activities, and employment trends on a National, State, or area or other appropriate basis which shall be used in determining the educational, training, counseling, and placement activities performed under this Act.

Manpower report

SEC. 105. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1962) a report pertaining to manpower requirements, resources, utilization, and training.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

Part A—Duties of the Secretary of Labor

General Responsibility

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training and retraining programs, including on-the-job training designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required.

Selection of Trainees

SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate fulltime employment without training. Whenever appropriate the Secretary shall provide a special program for the testing, counseling and selection of youths, sixteen years or older, for occupational training and further schooling. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall also refer other persons qualified for training or retraining programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to persons to be trained for skills needed within the State of their residence.

(c) The Secretary of Labor shall determine the occupational training or retraining needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred.

Weekly Training Allowances

SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling

such States to make payment of weekly Federal training allowances to individuals selected for training pursuant to the provisions of section 202 and undergoing such training. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for individuals undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided however*, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance, shall receive an allowance increased by the amount of such excess.

For individuals undergoing on-the-job training the amount of any payment by the Secretary of Labor under this section shall be reduced by a proportion equal to the ratio that the number of compensated hours per week bears to forty hours: *Provided*, That in no event shall the payment to such an individual, when added to the amount received from the employer, bring the total to more than the average weekly unemployment compensation payment referred to above.

(b) Such weekly training allowances may be supplemented by such sums as may be determined by the Secretary of Labor to be necessary to defray transportation and subsistence expenses for separate maintenance of individuals engaged in training under this title including compensated full-time on-the-job training, when such training is provided in facilities which are not within commuting distance of their regular place of residence: *Provided*, That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding the rate of \$35 per week; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile: *And provided further*, That where due to the unusual circumstances the maximum per diem allowance would be more than the amount required to meet the actual and necessary expenses the Secretary may prescribe conditions under which reimbursement for such expenses may be authorized on an actual expense basis.

(c) Except where the Secretary of Labor finds such training allowances are necessary to provide occupational training for youths over sixteen but under twenty-two years of age, and only to the extent of 5 per centum of the total allowances under this section, such training allowances shall be limited to unemployed persons who have had not less than three years of experience in gainful employment and who are heads of families or heads of households as defined in the Internal Revenue Code.

(d) After June 30, 1963, any amount paid to a State for training allowances under this section shall be paid on condition that such State shall bear 50 per centum of the amount of such allowances.

(e) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act of such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

(f) A person who refuses, without good cause, to accept training under this Act

shall not, for one year thereafter, be entitled to training allowances.

(g) Any agreement under this section may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of individuals for weekly Federal training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

On-the-Job Training

SEC. 204. (a) The Secretary of Labor shall develop, and shall secure the adoption of programs for on-the-job training needed to equip individuals selected for training with the appropriate skills, including wherever appropriate special programs for youths over sixteen years of age. The Secretary shall, to the maximum extent possible, secure the adoption of programs by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective on-the-job training programs.

(b) The Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs conducted pursuant to the provisions of this title.

(c) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

(1) that wages paid to trainees are not less than those customarily paid in the training establishment and in the community to learners on the same job; and

(2) that adequate and safe facilities, personnel, and records of attendance and progress are provided.

(d) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

National Advisory Committee

SEC. 205. (a) The Secretary shall appoint a National Advisory Committee which shall consist on ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

(b) The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.

(c) The National Advisory Committee may accept gifts or bequests, either for carrying

out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.

Reports on Operation of Training Programs

SEC. 206. The Secretary shall develop, compile and make available information concerning—

(1) the number and types of training and retraining activities conducted under this Act;

(2) the number of unemployed persons who have secured full-time employment in fields related to such training or retraining; and

(3) the nature of such employment.

State Agreements

SEC. 207. (a) The Secretary of Labor is authorized to enter into an agreement with a State, or with the appropriate agency of the State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse such State or appropriate agency for services rendered for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a satisfactory manner.

Rules and Regulations

SEC. 208. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

Part B—Duties of the Secretary of Health, Education, and Welfare

General Responsibility

SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training or retraining needed to equip individuals referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals. Such State agencies shall provide for such training or retraining through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. Any such agreement shall provide for payment to such State agency of 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed individuals, and 50 per centum of the cost with respect to other individuals referred under this Act, and shall contain such other provisions as will promote effective administration (including provision for reports on the attendance and performance of trainees and provision for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title: *Provided*, That after June 30, 1963, any amount paid to a State to carry out an agreement authorized by this part shall be paid on condition that such State shall bear 50 per centum of such cost. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by

agreement or contract with public or private educational or training institutions.

Rules and Regulations

SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

TITLE III—MISCELLANEOUS

Apportionment of benefits

SEC. 301. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the amount of underemployment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State. For this purpose, the word "State" shall be defined to include the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

Maintenance of State effort

SEC. 302. No training or retraining program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that the State and/or the locality in which the training is carried out is not reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

Other agencies and departments

SEC. 303. In the performance of his functions under this Act, the Secretary of Labor, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and, to the extent permitted by law, to provide such services and facilities as he may request for his assistance in the performance of his functions under this Act.

Appropriations

SEC. 304. (a) There are authorized to be appropriated to the Secretary of Labor and the Secretary of Health, Education, and Welfare, respectively, such sums as are necessary and appropriate to carry out the provisions of this Act. The total of such sums shall not exceed \$90,000,000 for the fiscal year 1962, \$165,000,000 for the fiscal year 1963, and \$200,000,000 for each of the two succeeding fiscal years.

(b) Funds appropriated under the authorization of this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

(c) Any equipment and teaching aids purchased by a State or local vocational education agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

(d) No portion of the funds to be used under part B of this Act shall be appropriated directly or indirectly to the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in training under part B.

(e) Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated.

Additional positions

SEC. 305. Subject to the standards and procedures prescribed by section 505 of the Classification Act of 1949, as amended, the head of any agency, for the performance of functions under this Act, including functions delegated pursuant to section 303, may place positions in grades 16, 17, and 18 of the General Schedule established by such Act, and such positions shall be in addition to the number of such positions authorized by section 505 of the Classification Act of 1949, as amended, to be placed in such grades: *Provided*, That not to exceed a total of ten such positions may be placed in such grades under this subsection, to be apportioned among the agencies by the Director of the Bureau of the Budget.

Authority to contract

SEC. 306. (a) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, as may be necessary to carry out the provisions of this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist establishments in relocating from one area to another. The limitation set forth in this subsection shall not be construed to prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that the assistance in the establishment of such branch, affiliate, or subsidiary will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

Termination of authority

SEC. 307. (a) All authority conferred under title II of this Act shall terminate at the close of June 30, 1965.

(b) Notwithstanding the foregoing, the termination of title II shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment or other obligation entered into prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under title II of this Act after December 30, 1965.

The SPEAKER. The Clerk will report the amendment.

The Clerk read as follows:

Amendment offered by Mr. POWELL: Strike out all after the enacting clause and insert the following:

"That this Act may be cited as the 'Manpower Development and Training Act of 1962'."

"TITLE I—OCCUPATIONAL TRAINING AND MANPOWER UTILIZATION

Statement of finding and purpose

"SEC. 102. The Congress finds that there is critical need for more and better trained

personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the cost of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

Automation and occupational training

"SEC. 103. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

"(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods of detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto; and to such ends conduct or cause to be conducted within the Department of Labor and other agencies of Government a comprehensive and continuing program of research as may be necessary;

"(2) promote, encourage, or directly engage in programs of information and communication concerning automation, technological developments, and prevention and amelioration of undesirable manpower effects from such developments;

"(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of, and providing useful work ex-

perience and training opportunities for, untrained and inexperienced youth;

"(4) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

Improving labor mobility

"SEC. 104. In order to encourage the mobility of labor, to determine existing impediments to such mobility, and to determine the feasibility and desirability of methods to improve the mobility of labor, the Secretary of Labor is directed to—

"(1) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; the operation of seniority systems; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 105.

"(2) promote by discussions, publications, and other appropriate means, the development and adoption of equitable practices which improve the mobility of workers.

Manpower report

"SEC. 105. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

Information and research

"SEC. 106. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

Appropriations for administration

"SEC. 107. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$1,770,000 for the fiscal year ending June 30, 1963, and not to exceed \$1,670,000 for the fiscal year ending June 30, 1964, to administer the provisions of this title.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

Responsibility for programs

"SEC. 201. (a) In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, and develop and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure appropriate full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are and will be required.

"(b) The Secretary of Labor shall carry out his responsibilities under this title through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

"Selection of trainees"

"SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under titles III and IV those unemployed or underemployed individuals who cannot be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall also provide a special program for the testing and counseling of youths, sixteen years of age or older, and for the selection of those youths for whom occupational training under this Act is indicated.

"(b) Although priority in referral for training shall be extended to unemployed individuals, the Secretary of Labor shall, to the maximum extent possible, also refer other individuals qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to individuals to be trained for skills needed within the area of their residence. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

"(c) Before selecting an individual for training, the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the individual is to be trained. If such employment is not available in the area in which the individual resides, the Secretary shall obtain reasonable assurance of such individual's willingness to accept employment outside his area of residence.

"(d) The Secretary shall not refer individuals for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation.

"(e) The duration of any training program to which an individual is referred shall be reasonable and consistent with the occupation for which the individual is being trained.

"(f) Upon certification by the responsible training agency that an individual who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training, absent good cause, the Secretary shall forthwith terminate his training and subsistence and transportation allowances, and withdraw his referral. Such individual shall not be eligible for such allowances for one year thereafter.

"(g) The Secretary of Labor shall provide placement services to individuals who have completed their training under this Act, as well as counseling services to such individuals for an appropriate period after they have been placed.

"Training allowances"

"SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States (which, for the purposes of this Act shall include the District of Columbia, Puerto Rico, and the Virgin Islands) under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed individuals selected for training pursuant to the provisions of section 202 of this title and undergoing such training in a program operated pursuant to the provisions of this Act. Each such agreement shall provide that eighteen months after the enactment of this Act any payments made thereafter under this section must be matched by State funds in an amount equal to the Federal payment. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week

for individuals undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided however*, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such an allowance shall receive an allowance increased by the amount of such excess.

"With respect to any week for which an individual receives unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid. This supplemental training allowance shall not exceed the difference between his unemployment compensation and the average weekly unemployment compensation payment referred to above.

"For individuals undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours: *Provided*, That in no event shall the payment to such an individual, when added to the amount received from the employer, bring the total to more than the average weekly unemployment compensation payment referred to above.

"(b) Training allowances may be supplemented by such sums as may be determined by the Secretary of Labor to be necessary to defray actual and necessary transportation expenses of individuals engaged in training under this Act and, when such training is provided in facilities which are not within commuting distance of their regular place of residence, to defray actual and necessary transportation and subsistence expenses for separate maintenance of such individuals. The Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding the rate of \$35 per week; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

"(c) Training allowances shall be limited to unemployed persons who have had not less than three years of experience in gainful employment and who are heads of families or heads of households as defined in the Internal Revenue Code.

"(d) No weekly training allowance shall be paid to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is eligible for unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

"(e) Any agreement under this section may contain such provisions (including, so far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective ad-

ministration, protect the United States against loss, and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of individuals for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

"(f) If unemployment compensation payments are paid to an individual taking training under this Act, or any other Federal Act, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

"(g) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provision of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination of the training with respect to which such allowance or payment was made.

"(h) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

"(i) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

"Agreements with States"

"SEC. 204. (a) The Secretary of Labor is authorized to enter into agreements with States, or with the appropriate State agency, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse the State or appropriate agency and its employees for services rendered for such purposes.

"(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary of Labor.

"Rules and regulations"

"SEC. 205. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

"Appropriations"

"SEC. 206. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$65,800,000 for the fiscal year ending June 30, 1963, and not to exceed \$110,667,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

*"TITLE III—ON-THE-JOB TRAINING"**"Development of on-the-job training courses"*

"SEC. 301. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip individuals selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by private and public agencies, employers, trade associations, labor organizations and other industrial, educational, and community groups which he determines are qualified to conduct effective training

programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

"(b) The Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs conducted pursuant to the provisions of title IV.

"Training program standards

"SEC. 302. In adopting or approving any training program under this title, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards and policies, including assurances—

"(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

"(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

"(3) that adequate and safe facilities, personnel, and records of attendance and progress are provided; and

"(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

"Supervision of on-the-job and related training programs

"SEC. 303. The Secretary of Labor shall make appropriate provision for supervision of the on-the-job training programs conducted under this title to insure the quality of the training provided and the adequacy of the various programs.

"State agreements

"SEC. 304. (a) The Secretary of Labor is authorized to enter into an agreement with a State, or with the appropriate agency of the State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse such State or appropriate agency for services rendered for such purposes.

"(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss, and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary of Labor.

"Rules and regulations

"SEC. 305. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

"Appropriations

"SEC. 306. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$2,800,000 for the fiscal year ending June 30, 1963, and not to exceed \$4,800,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

"TITLE IV—VOCATIONAL TRAINING

"Provision of vocational training

"SEC. 401. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of title II of this Act, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide the vocational training needed to equip individuals, referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupation

specified in the referrals. Such State agencies shall provide for such training through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. Any such agreement may provide for payment to such State agency of up to 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed individuals, and up to 50 per centum of the cost with respect to other individuals, and shall contain such other provisions as will promote effective administration (including provisions for reports on the attendance and performance of trainees, with immediate notice to the Secretary of Labor in the event a trainee fails to attend or progress satisfactorily, and provision for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title: *Provided*, That, after eighteen months after the enactment of this Act, any amount paid to a State to carry out an agreement authorized by this part shall be paid on condition that such State shall bear 50 per centum of such cost. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare shall provide the needed training by agreement or contract with public or private educational or training institutions.

"Cooperation with Secretary of Labor

"SEC. 402. The Secretary of Health, Education, and Welfare shall cooperate with the Secretary of Labor in coordinating vocational education programs with on-the-job training conducted pursuant to the provisions of title III.

"Rules and regulations

"SEC. 403. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

"Appropriations

"SEC. 404. There is hereby authorized to be appropriated to the Secretary of Health, Education, and Welfare a sum, not to exceed \$28,500,000 for the fiscal year ending June 30, 1963, and not to exceed \$42,000,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

"TITLE V—MISCELLANEOUS

"Apportionment of benefits

"SEC. 501. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under titles II, III, and IV of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in accordance with uniform standards and in arriving at such standards, shall consider the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State.

"Other agencies and departments

"SEC. 502. (a) In the performance of his functions under this Act, the Secretary of

Labor, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in subsection (d). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and, to the extent permitted by law, to provide such services and facilities as he may request for his assistance in the performance of his functions under this Act.

"(b) Funds authorized to be appropriated under this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

"(c) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

"(d) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that such assistance will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

"Maintenance of State effort

"SEC. 503. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under title III, or the Secretary of Health, Education, and Welfare, if the program is authorized under title IV, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational educational and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

"Selection and referral

"SEC. 504. The selection of individuals for training under this Act and the placement of such individuals shall not be contingent upon such individual's membership or non-membership in a labor organization.

"Secretaries' reports

"SEC. 505. (a) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under titles I, II, and III, including the number of individuals trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.

"(b) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of

Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under title IV, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

"Termination of authority"

"SEC. 506. (a) All authority conferred under titles II, III, and IV of this Act shall terminate at the close of June 30, 1964.

"(b) Notwithstanding the foregoing, the termination of these titles shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment, or other obligation entered into pursuant to these titles prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under titles II, III, and IV of this Act after December 30, 1964.

"Appropriations"

"SEC. 507. There is hereby authorized to be appropriated to the Secretaries of Labor and Health, Education, and Welfare such sums as may be necessary to administer the provisions of this title, but not to exceed the sum of \$1,600,000 for the fiscal year ending June 30, 1963, and not to exceed the sum of \$2,750,000 for the fiscal year ending June 30, 1964."

The amendment was agreed to.

The Senate bill was ordered to be read a third time, was read the third time and passed, and a motion to reconsider was laid on the table.

A similar House bill (H.R. 8399) was laid on the table.

Mr. POWELL. Mr. Speaker, I ask unanimous consent that the House insist on its amendment to the Senate bill, and ask for a conference with the Senate on the disagreeing votes thereon.

The SPEAKER. Is there objection to the request of the gentleman from New York?

The Chair hears none and appoints the following conferees: Messrs. POWELL, HOLLAND, O'HARA of Michigan, SMITH of Iowa, JOELSON, KEARNS, GOODELL, BRUCE, and GARLAND.

GENERAL LEAVE TO EXTEND

Mr. POWELL. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks on the bill just passed.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1961

Mr. POWELL. Mr. Speaker, I ask unanimous consent that a letter from the Secretary of Labor Mr. Goldberg, addressed to the chairman of the Committee on Education and Labor of the House, be inserted directly following the remarks of the gentleman from Kentucky [Mr. PERKINS] in the general debate.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. POWELL. Mr. Speaker, the letter referred to is as follows:

U.S. DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D.C., February 28, 1962.

Hon. ADAM C. POWELL,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN: The amendments to H.R. 8399 in the proposed Holland substitute include certain language of which the purport is to transfer title I of H.R. 8354 to H.R. 8399. Title I of the administration's Youth Employment Opportunities Act (H.R. 8354) would authorize an annual program of training the first year for approximately 25,000 youth between the ages of 16 through 21.

The proposed amendment leaves to the discretion of the Secretary of Labor the proportion of training services available to such young people. In order to assure those who have devoted their interest and energies to the growing problem of 1 million out-of-school and unemployed youth, I want to make clear that it will be my intention to make available sufficient moneys authorized by H.R. 8399 as amended for training at least 25,000 young people the first year and 33,000 in subsequent years. The number of young people aided by the bill might exceed this number. I have assumed that appropriations will be made available at a level contemplated by the bill.

I will appreciate your making this letter a part of the legislative history of this bill.

Yours sincerely,

ARTHUR J. GOLDBERG,
Secretary of Labor.

CORRECTION OF THE RECORD

Mr. DORN. Mr. Speaker, I ask unanimous consent that the permanent RECORD be corrected as follows: In the center column, page A1474, paragraph 4 of the CONGRESSIONAL RECORD, Tuesday, February 27, the statement was made that the actual balance in favor of exports is only slightly more than one-tenth of the mythical \$5 billion or \$587 million. The statement should have read: "a quarter of the mythical \$5 billion or \$1,387 million."

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

ANNUAL RED MASS HELD AT ST. MATTHEW'S CATHEDRAL

(Mr. LIBONATI asked and was given permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. LIBONATI. Mr. Speaker, the annual red Mass was held at St. Matthew's Cathedral, at 10 a.m., on Sunday, January 28, 1962. It can be truthfully said that many persons of consequence in public life, representatives of foreign lands and of our Government, were present.

During the celebration of the holy Mass, the Most Reverend Philip M. Hannan, auxiliary bishop of Washington, gave the sermon. With the sparkling fervor of true religious faith, the auxiliary bishop delivered one of the most touching and invigorating sermons that has ever been given before a mixed congregation in the annals of Washington churchdom. His masterful treatment of the subject matter, before an audience of men dedicated to the public service of governments, was eloquent, spiritually touching and humble in its pro-

nouncements. The humbleness of this great churchman in the presence of so many distinguished and brilliant leaders, reflected the true virtue of his training at the hands of his mother church.

He announced, with true devotion, the true interpretation of freedom enjoyed by those who live as free men and servants of God.

Mr. Speaker, so long as we have men of the cloth who speak in no uncertain terms depicting true lifetime religious values of our people and their honest obligations to government, the less will hypocrisy be practiced among men. A wonderful message was delivered to us by a holy man who loves his God, his country, and his fellow men. In his sermon he earned the admiration of his listeners, regardless of faith, because of the direct, positive and practical treatment of the subject. May God bless him and keep him among us always to carry on the light of knowledge of our religious freedom for all men.

TEXT OF SERMON BY THE MOST REVEREND PHILIP M. HANNAN, AUXILIARY BISHOP OF WASHINGTON, AT ANNUAL RED MASS AT ST. MATTHEW'S CATHEDRAL, 10 A.M., SUNDAY, JANUARY 28, 1962

"Live as freemen, yet not using your freedom as a cloak for malice, but as servants of God." (First Epistle of St. Peter, ch. 1, verse 16.)

Thus did St. Peter urge the Christians of his day. Such also was the goal of the founders of this Nation who envisaged personal freedom under God as the basis of the Nation. Their beliefs in God, the natural law and reason buttressed their conviction—on which they staked their lives—that man could be free and conduct a successful government. They believed in "life, liberty and happiness" but liberty was the source of the happiness they sought. The taxes that they revolted against injured their conscience more than the economy, as the Federalist papers show. They were keenly aware that freedom demanded sacrifice and self-discipline, that the enemies of freedom were present in our own wills and passions as well as those of opposing nations. They recognized that freedom could be destroyed by those who abuse it as much as by those who forcibly overthrow it.

It was this concept of an individual's right to freedom under God that made our Revolution relevant to all humanity. It was this fact that impelled a great churchman and patriot to exclaim, "America, thy destiny is all humanity." This devotion to freedom under God remains our national will as evidenced so recently at Punta del Este in Uruguay. That will was solemnly affirmed a few weeks ago by our President who said, "While no nation has ever faced such a challenge, no nation has ever been so ready to seize the burden and the glory of freedom, and in this endeavor, may God watch over the United States of America."

As a result of our initiative in the field of industry and scientific advances, our country has fulfilled in large measure the hopes of our forefathers in the "pursuit of happiness." But the right of man that is still under heavy menace is the right to freedom, individual freedom, both at home and in our international relations. This is the crucial issue for the future of the world.

Freedom is under attack in our communities by the widespread crime which represents a subversion of the concept of individual freedom. It is under attack by those who use economic power to infringe the freedom of others in the business and labor world. It is under attack by those who fail to regard their fellow citizen as an equal

and welcome Son of God, regardless of language or race or national descent. It is under attack by those who confuse freedom with its material fruits, who confuse freedom with personal indulgence.

To mark the defects in our life is not to deny the progress. Since our national beginning, we have constantly enlarged the scope of freedom, despite the lapses to which mortal man is always subject. Every lapse has sparked a fresh resolve and a quick advance. Today, with thanks to God in whose name and with whose help these advances were made, our country's system of free government is more relevant than ever to all humanity; it is still the best vindication of freedom under God that the world has seen.

The chief attack upon freedom comes in the international sphere. The scale of the attack indicates, I think, the extent of the success of our system of freedom under God.

Freedom is under attack in the international order because the traditional, God-centered concept of man is under attack. Materialistic collectivism or communism, denying the dignity of man by denying his creation, denies his personal freedom. Personal freedom is dispensable, even anachronistic, in any system which regards man as all matter, responsive to his environment but not personally free. For us, freedom is so essential to man that its denial is not a deprivation but an attempted mutation of man. For unless a man is free, all morality, all responsibility is only a mirage. Man is free or he is not a man. When Patrick Henry cried, "Give me liberty or give me death" he was voicing a basic fact of human life and civilization. The heedless slogan, "Better Red than dead" misses the nature of freedom and man. Rather should it read, "Dead in spirit if Red?" The essence of all materialistic belief is that man is essentially a consumer, content because he is fat, not because he is free.

The crisis today comes largely from the fact that man confuses his enjoyment of material goods with freedom. While we know that man must live on bread—and this country has been notable in its compassion on its neighbors throughout the world—he does not live by bread alone. Freedom is not identical with the standard of living, nor the enjoyment of material goods. Although freedom will generally produce a higher standard of living and higher production than a system of slave labor, freedom is not the possession of more cars, bigger houses, and television sets.

A distinguished scholar, Arnold Toynbee, noted the tendency today, during his address at Williamsburg last year of preferring material equality to liberty. He said: "The first objective on the agenda of the depressed majority of mankind is, I believe, not liberty but equality." He called upon the United States to help the world raise its material standard of living "as a means toward helping them to raise their spiritual standards."

His warning has merit. Has not this priority of material equality been the slogan of so many dictators who robbed the people of liberty by promises of bread? Social justice, so eloquently supported in the encyclical of the Holy Father, "Mater et Magistra," springs from the fact that man enjoys the right to freedom conferred by God. He needs decent housing and sufficient food to achieve his God-given destiny. He needs to be given the material means for the use of his freedom, but freedom under God is the goal, not material equality. Material equality is not enough, for there can be equality among slaves as well as among freemen. The only equality worth having is that of freemen who know that their freedom comes from God.

It is a curious, perhaps symptomatic fact that the Iron Curtain and concentration camps are the distinctive institutions of this

age of totalitarian tyranny, an age also of relatively general prosperity. The question arises: Are the Iron Curtain and the concentration camps there because the world has so much preoccupation with wealth? Would Samuel Adams and his colleagues of 1776 have accepted them as quasi-permanent institutions of political life? Has the great postwar boom in the West failed freedom by a case of mistaken identity between freedom and prosperity? Are we ready for the "burden and glory of freedom"?

We can safeguard freedom only when we prize it for what it is and defend it against materialism. The conflict is basically spiritual and can ultimately only be solved by a spiritual resurgence that sees every man as a welcome fellow son of God endowed with His freedom. Even if the military threat of armed materialism no longer existed, even if hunger and poverty and all the aids to the materialist revolt were abolished, freedom would not be secure unless we had grasped the full splendor of freedom as the gift of God, an attribute which makes us His image.

No campaign for the cause of God can ever be waged except in the spirit of God, by His love for every man. We can defeat the emptiness of materialism only by conveying the richness of a life of faith. We can lose the fight against materialism only by fighting it on the wrong ground—by a greater materialism. For this reason, it is always instructive, even edifying, to speak with defectors from the cause of materialism. Basically, they left it because it disillusioned them, because it did not fill their God-given aspirations to achieve a life of freedom. I have not met one who did not sacrifice his material benefits to enjoy freedom. They do not come to us to enjoy greater material benefits. They come to enjoy freedom and their dignity as men.

Furthermore, they always tend to measure our system by the worth of our lives, for they have learned to distrust words. Herein lies the obligation of each of us to our country and to the world. Each one of us vindicates the system of freedom by the worth of his life. We defend freedom under God every day by honoring the just law that enshrines it. The just law of freedom is not only an ordinance of reason, it is a rule of action. The just law of freemen can exist only if freemen are virtuous. It is an old rule that if we do not act the way we think, we shall think the way we act. Every man, by his actions, contributes to the law. Centuries ago, Solon, the great Greek lawgiver remarked that fact. When asked whether he had devised the best law possible, he said, "The best that the people will accept." A distinguished professor of the University of Pennsylvania Law School expressed the same fact when he said, "If our profession sired our constitutional system, we have all the more obligation to see to it that it works—that your Nation does not lose sight of those self-evident principles upon which it was founded." This is a task incumbent upon all freemen. Freedom under God does not exist by virtue of a document or an agreement. Freedom exists only in act, in the will. Freedom lives only by the virtue of freemen, as St. Peter taught, "Live as free men, yet not using your freedom as a cloak for malice, but as servants of God." (First Epistle of St. Peter, ch. I, verse 16.)

[From the Washington Star, Jan. 29, 1962]

PERIL TO FREEDOM WARNING ISSUED AT RED MASS

Cabinet members, Ambassadors, Senators, and Congressmen attended Washington's traditional Roman Catholic red Mass yesterday and heard a warning that freedom is under attack in the United States.

The Most Reverend Philip M. Hannan, Catholic auxiliary bishop of Washington, told the 1,200 guests at St. Matthew's Cathedral

that widespread crime and improper use of economic power infringe on freedom and added:

"It is under attack by those who fail to regard their fellow citizens as an equal * * * regardless of language or race or descent. It is under attack by those who confuse freedom with its material fruits, who confuse freedom with personal indulgence."

The Mass, taking its name from the color of the vestments worn by officiating priests, is celebrated annually to ask God's blessing on the administration of justice in the United States.

[From the Catholic Standard, Feb. 2, 1962]

BISHOP DEFINES FREEDOM

The American system of freedom is vindicated by the worth of the life of each of us, Bishop Philip M. Hannan told a distinguished congregation of top Government officials, judges and diplomats at the annual red Mass Sunday in St. Matthew's Cathedral.

Archbishop O'Boyle celebrated the Mass which is an annual event held near the beginning of the judicial year for judges, lawyers, and Government officials of all faiths to invoke God's blessings on their work. It is sponsored by the Lawyers' Committee of the John Carroll Society.

Notables attending the Mass included Speaker of the House John W. McCormack who headed a large delegation of Senators and Congressmen; Chief Justice Earl Warren and Associate Justice William J. Brennan, Jr., of the Supreme Court who led the judicial delegation; Attorney General Robert Kennedy and Postmaster General J. Edward Day who represented the Cabinet, and representatives from 15 foreign governments.

The prayer for civil authorities, written by Archbishop John Carroll in the early days of this country, was recited at the Mass.

VETERANS' AFFAIRS

(Mr. RANDALL asked and was given permission to extend his remarks at this point in the Record, and to include a statement of the commander of the American Legion before the Committee on Veterans' Affairs on Tuesday, February 27, 1962.)

Mr. RANDALL. Mr. Speaker, yesterday—Tuesday, February 27, 1962—was a very busy and eventful day on the third floor of the Old House Office Building. From all over America, members of the American Legion filled to capacity the large caucus room as their national commander, Charles L. Bacon, appeared before the House Veterans' Affairs Committee.

Such activity on this floor has not been seen in many years. Down the hall in the large Armed Services Committee room, appearing before the House Science and Astronautics Committee—House Space Committee—were America's three astronauts. Present were Comdr. Alan Shepard and Capt. Gus Grissom, both having earlier made successful suborbital flights; and with them, our great hero of the day, the humble, likable, really down to earth astronaut—Col. John H. Glenn.

Though every minute of that hearing was a new thrill for each and every person crowded into the committee room, we, as a member of the House Space Committee, had to forgo the first part of their testimony. This was because at that particular time we had been awarded the enjoyable opportunity,

which was at the same time a high privilege and a great honor, to introduce and present to the House Veterans' Affairs Committee our fellow Missourian, the national commander of the American Legion, Charles L. Bacon, who in his statement, presented the legislative objectives of the American Legion for the 2d session of the 87th Congress.

In asking leave to insert my remarks of introduction, it is not for any personal reasons but rather that through the pages of the CONGRESSIONAL RECORD, widespread circulation may be given to the personal history of the man who will this year lead the greatest veterans organization in the world. Therefore, following our remarks of introduction, we are asking leave that the statement of Commander Bacon be spread in the RECORD. He delivered a sincere, yet thought-provoking message from the American Legion to every Member of the Congress. The remarks of introduction and the commander's statement follow:

Mr. RANDALL. Mr. Chairman, and my colleagues on this great Committee on Veterans' Affairs. It is a real privilege, and I am highly honored this morning, for a fellow committee member to be permitted to introduce to the committee the distinguished commander in chief of the American Legion.

Charlie Bacon, as we all call our good friend, is one and the same Charles L. Bacon, of Kansas City, Mo., and a native of the city of Marshall, Saline County, Mo., who was unanimously elected national commander of the American Legion at the 43d National Convention in Denver, Colo., September 14, 1961.

It is very significant that Bacon was unopposed at Denver and was, in fact, elected by acclamation. This is not always the case. Not only was he the delegates' candidate at the beginning—he soon became the other candidates' candidate.

After the new commander's whirlwind trip of 30,000 miles in October 1961, there was at least one witness in every county in the United States who could bear witness to the fact that their new national leader was able, instantly likable, sincerely devoted to the principles of the American Legion and American citizenship, endowed with a high order of ability and basic good sense, possessed of a personal manner that is frank, friendly and reassuring.

He is the "Show Me" State's first member to be elected to the top position in the American Legion. But this is only one of a series of firsts on Bacon's part. He is the first—and so far the only—member of Post 191 at Marshall, Mo., to be awarded a life membership. He was the first of Missouri's World War II veterans to be elected department commander of the American Legion out in Missouri. It should be recalled that he graduated first, as the honor graduate of his class at Missouri Valley College, at Marshall, Mo. After leaving this small college he entered the University of Missouri where he was elected president of the student body, which made him the first—or top man—on the campus.

Another first for Bacon was that he was the youngest local president that the chamber of commerce at Marshall, Mo., had ever elected then and even to this date.

Our commander graduated from the University of Missouri in 1934 with honors, and returned to his home city of Marshall, Mo., where he engaged in the general practice of law until he was called into the service early in 1942, at about the beginning of World War II. It was then he was commissioned in the United States Navy and served first as a communications officer and later as

a legal officer until April 1946 when he was separated from the service with the permanent rank of lieutenant commander.

After his release from the service he returned to his home city of Marshall, Mo., and to active membership in Marshall Post 191 of the American Legion. He has held several post and district offices. In 1948 he was elected department judge advocate; in 1949 he rose to the office of senior vice commander; and in 1950 was elected department commander of Missouri.

Although he soon completed his term as commander, he later served with distinction on many department and national commissions and committees.

But, to show the humility of our guest here this morning, after he had served as State American Legion commander in 1950, and did an outstanding job honoring and dignifying the department, he returned to his local post in Marshall and learned they badly needed an adjutant, and though he had just stepped down from the highest Legion office in the State, he jumped back in the harness to the lowly rank and glamorous job of post adjutant for a year.

Bacon followed his law profession in the city of Marshall until 1952, when he moved to Kansas City, Mo., to become chief counsel for the marketing division of Skeely Oil Co., and remained with that firm until 1956, at which time he became a partner in the firm of Shook, Hardy, Ottman, Mitchell & Bacon. While Charlie Bacon might be described as a corporation lawyer, he is certainly recognized in the courts where he has practiced as an outstanding trial lawyer.

Mr. Chairman, and members of the committee, if I may digress for a moment, I would like to interject just a word of personal observation about our distinguished guest here this morning. Having personally practiced law for many years in Jackson County, Mo., I know something of his great reputation as a trial lawyer, but I also served as a member of the Jackson County court for over 12 years (and during that time Charlie Bacon appeared before our court repeatedly), usually arguing the cause of a client before the board of equalization or representing some client on a question of zoning or land use and to the very best of my recollection there was not a single instance in which he did not prevail in behalf of his client.

Mr. Chairman, our commander has always been active in civic and educational affairs. He is now serving as vice president of the board of trustees of Missouri Valley College. It was not very long ago, in January 1962, that he was awarded the honorary degree of doctor of laws by that institution. He has been a member of the Missouri Citizens Commission for Education. He is a lifelong member and deacon of the Presbyterian Church; a member of the Masonic Lodge; a member of Sigma Nu social fraternity; and Phi Delta Phi legal fraternity.

Our commander is married to the former Helen Selva, and is the father of two children—a daughter, now Mrs. Charles Ruie, and a son, Charles L. (Buddy) Bacon, Jr.

Our guest is endowed with a good and warm sense of humor and an infectious smile. He is one who seems to grow on you. There must be something extraordinary about a man who continually rises in leadership and the answer is that he has the ordinary qualities that we look for in anyone on whom we seek to rely. He has the very ordinary things such as sincerity, friendliness, genuineness, clarity of judgment, capacity for hard work, general ability and that elusive thing we know as personal charm.

One of the great papers in mid-America, the Kansas City Star, in a warm editorial following Bacon's election stated, " * * * integrity and intelligence have marked his career. Calm and easy going in appearance,

he is a dynamo of energy. The Legion will have a whirlwind year under the leadership of Charlie Bacon."

He is a man of great loyalty to his country. He will ask for nothing that is not right or completely fair on behalf of the great veterans' organization that he represents. I am sure he puts his country above everything else, and this notwithstanding that he is the leader of a great organization, the largest veterans' organization in this country.

Mr. Chairman, Missouri is mid-America. It is neither South nor North, nor East, nor West. Kansas City, Charlie Bacon's home, is the Heart of America, and he will give his heart and mind and full efforts all this year to the great organization he heads. Missouri is famous for the finest mules in the world, and the most famous country cured ham in all America. She has had many famous sons—Mark Twain, Champ Clark, Gen. Black Jack Pershing, Gen. Omar Bradley, President Harry S. Truman—but in the realm of leadership for the veterans of this country, it is my considered judgment Charlie Bacon has been and will add luster to our State as a famous son of Old Mizzou.

Out in Missouri we are known as the "Show Me" State, and we are proud of that description. But everyone should remember that none of us ever have to be shown but once. That will be typical of the great year of service ahead for the veterans of this country by our witness here this morning.

My colleagues of the Veterans Affairs Committee, it is my great pleasure and high honor to present to you the Honorable Charles L. Bacon, National Commander of the American Legion.

STATEMENT BY CHARLES L. BACON, NATIONAL COMMANDER, THE AMERICAN LEGION, BEFORE THE COMMITTEE ON VETERANS' AFFAIRS, HOUSE OF REPRESENTATIVES, FEBRUARY 27, 1962

Mr. Chairman and members of the committee, this occasion has always meant much to the American Legion. In a personal way, it has added significance by virtue of the fact that I have been presented to this committee by my friend and fellow Missourian, Congressman RANDALL.

At the outset, may I thank you, Mr. Chairman, and members of the committee for your consideration in receiving all of us this morning. We are grateful for this opportunity to present the American Legion's rehabilitation legislative program for the year.

We are extremely conscious of the fact that service on this committee constitutes one of the most difficult yet one of the most rewarding of congressional assignments. It is also a thrilling experience for a citizen to appear before legislative bodies, for it is in this arena that life and meaning are given the democratic processes.

The legionnaires who have joined me today are representatives of every State in the Nation. They are in Washington attending our annual commander's conference. This is an important series of meetings and, in addition to the 39th Annual Rehabilitation Conference, includes the convening of seven of the major commissions of the American Legion. The keynote of our conference is our conviction that the more effective we make the programs of the American Legion today, the stronger and better will be the America of tomorrow. This keynote calls attention to the reason for the very existence of the American Legion: a stronger and better America.

The American Legion is indebted to the Veterans' Affairs Committee for its significant efforts to improve and perfect legislation controlling veterans benefits. We know this committee is conscientious, is hard working, is sympathetic and is cooperative. If I were to epitomize the actions and results of the

House Veterans' Affairs Committee, I would say that both strongly indicate that its members recognize and accept a compassionate responsibility for those who offered their lives in defense of this Nation. We have much to thank this committee for, not the least of which is the fact that it invariably receives our proposals, and those who present them, with understanding and grace.

Mr. Chairman, your committee staff has been most helpful to us. Mr. Meadows, Mr. Patterson, and all the others seem to consider us interested parties engaged in a mutual undertaking. We thank them for their willingness to receive and consider our suggestions and to keep us informed of the special studies in which they engage.

Mr. Chairman and members of the committee, we have a substantial number of legislative proposals which we will urge for your consideration this session. To us of the American Legion, all are important and we will work diligently toward their enactment. Although we appear and participate here today as advocates and not as the judge and jury, we desire that our participation be responsible, and may I assure you that we are aware of the fact that there can be a unity of purpose without a strict conformity of thought. Some of our proposals are more far reaching than others, or have a greater number of beneficiaries, or have a greater impact upon the veterans benefits program.

I intend, this morning, to discuss in rather general terms several which, in my judgment, fall into this latter category, and to submit, as an appendix to my statement, a complete list of all of our resolutions in the rehabilitation legislative field.

Disability and death compensation: It has been the well-established position of the American Legion that the service disabled and the survivors of those who die of service-connected causes, are the first concern of our organization and of the Congress. Their welfare and their best interests are always uppermost in our minds. Our complete dedication to the service disabled does not mean, however, that we will endorse every compensation bill presented. Last session, this committee did not approve the Legion's proposal to adjust the service-connected compensation law; that fact certainly does not justify the allegation by anyone that the committee is not for the service disabled. There are some compensation increase bills which in our judgment fail to meet basic and fundamental needs. It is most important to note here that I do not speak only of the question of how much of an increase should be granted. In addition to that important point are two other considerations about which we feel strongly. The American Legion is convinced that balance should be restored to the rate structure and that additional allowances, on a pro rata basis, should be provided for veterans rated 10 through 40 percent disabled. As to balance, we cannot escape the logic of the argument that contends that a man who is rated 90-percent disabled by the Veterans' Administration should receive a monthly sum equal to 90 percent of the amount payable for total disability. He did until 1952, when the rate structure was thrown out of balance. At present, he receives an amount equal to 79 percent of the amount payable for total disability. The imbalance continues down through the remaining percentage evaluations. If he is not truly 90-percent disabled, he should not be so rated, or the rating schedule, which specifies the evaluation to be assigned, should be modified. Nor can we in the Legion see the rationale in the law which provides additional allowances for the family of a man rated 50-percent dis-

abled but not for the family of the man rated 40 percent. The inequity is particularly striking when we consider the case of a man with several children who is reduced, because of a changed physical condition, from 50 to 40 percent. He loses not only the 10-percent compensation, but also all allowances for his family—as though they had suddenly ceased to exist. It is the conviction of the American Legion that a compensation bill which does not restore balance and provide the additional allowances described is basically and fundamentally deficient. We urge your consideration of our proposal in this field.

Disability and death pension: Public Law 211, passed in the 86th Congress, instituted a number of substantial changes in existing pension legislation. These amendments were intended to perfect the controlling law and to especially benefit the most needy. Our experience with 86-211 impels us to the conclusion that certain revisions are in order. The resolution which our last national convention approved will, we believe, put the law in a form that will fulfill the purposes for which it was originally passed.

National service life insurance: Notwithstanding the value of national service life insurance, millions of veterans were unable to retain their insurance after discharge. The demands of education, growing families, economic adjustments, and so forth, were too great. We feel that had the Congress established a prospective termination date for the life insurance program, which had been in effect since the close of World War I, giving veterans a last but reasonable period in which to apply, many would have made the sacrifices necessary to secure the insurance. We urge that the privilege of securing national service life insurance now be reopened for a limited time, under specific conditions and with due regard for those who are now uninsurable as a result of service-connected disabilities.

Aging veterans: The aging and chronically ill veteran has been a source of great concern to us for some time. We have devoted much time and study to his problems. We have a joint economic-rehabilitation subcommittee whose sole function it is to consider this matter. The American Legion has urged that special medical facilities be provided for the veteran, usually advanced in age, who is afflicted with a long-term illness. I single out this subject because of its growing importance and because I know you share our interest in the subject.

Administration of veterans' benefits: We are aware of proposals to vest in agencies other than the VA the administration of certain veterans' benefits. We oppose such a move. Tradition and reason, in our judgment, require that the agency experienced and trained in these matters continue to control them. We fear, too, that one such loss would be followed by another, leading ultimately to the completely unsatisfactory condition that existed when veterans' matters were administered according to subject matter by various Federal agencies. Experience led the Congress to establish a single agency, charged with the responsibility for veterans' affairs. That same experience, now fortified by time and achievement, dictates that the single agency concept must be retained.

Mr. Chairman and members of the committee, the legislative proposals which we present to you today constitute one part of the whole effort to which the American Legion devotes itself. Were we an organization that only asked, I might be hesitant in coming before you today—even though that which we seek is for others. But our record

of giving is a source of pride and satisfaction—giving, not only in the field of rehabilitation, where the Legion annually spends \$2 million and where thousands of service officers, almost all unpaid, give countless thousands of hours of service; but giving, also, in out other programs, such as child welfare, boys state and junior baseball in Americanism, and national security.

We are keenly aware that some of our proposals cost substantial amounts of money. I can assure you that the delegates to our conventions bear in mind constantly their responsibility to the public as well as to veterans. We believe that what we seek is right and reasonable. We are convinced that it will always be within the power of this Nation to do that which is right and reasonable.

Mr. Chairman, at the appropriate time, our staff will present to your committee the details of all of our specific legislative proposals. We will try, as always, to establish and document their validity and their desirability.

Thank you again for your kindness and for your attention.

CORRECTION OF ROLL CALL

Mr. GRANT. Mr. Speaker, on roll call No. 21, on February 26, I am recorded as absent. I was present and answered to my name. I ask unanimous consent that the permanent RECORD and the JOURNAL be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Alabama?

There was no objection.

PERSONAL EXPLANATION

Mr. MADDEN. Mr. Speaker, when the roll was called this afternoon I was at a hearing at the Veterans' Administration. Had I been present I would have voted "yea."

CONSTRUCTIVE APPROACH ON LEGISLATION BY REPUBLICAN MEMBERS

(Mr. HALLECK asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. HALLECK. Mr. Speaker, adoption of a substitute for the Manpower Development and Training Act of 1961, offered by the gentleman from New York, the Honorable CHARLES E. GOODSELL, is further evidence of the constructive approach being taken toward legislation by Republican Members of the Congress.

The bill has now been passed by an overwhelming vote, 354 to 62, with 1 "present," and certainly an overwhelming vote of approval on my side of the aisle, where 145 voted "yea"; and for that I am very happy. While under House procedures the bill actually passed bears the name of a majority party Member, and that is as it should be, it embodies completely the substitute proposals put forward by the gentleman from New York Representative GOODSSELL and other

Republican members of the Committee on Education and Labor.

By this action in accepting the Republican program for retraining unemployed workers, the House has effectively refuted the unfounded accusation that our position is always negative.

The Goodell substitute reflects in large measure an extensive study known as Operation Employment made by a task force of some 60 Republicans who called on some of the most knowledgeable private citizens in the Nation to advise them on ways to attack the problem of unemployment.

It should also be recalled that when the depressed areas legislation was before the House last year an attempt was made by Republicans to increase funds for a manpower retraining program. This proposal, however, was defeated by votes from the Democratic side of the aisle.

I am convinced that this sound Republican approach will give the country an effective new program to help those jobless people who want to work to regain a useful place in our economy as breadwinners. It is clear evidence of responsible Republican initiative and action in the Congress of the United States.

ROCHESTER'S EASTMAN PHILHARMONIA DESERVES HIGHEST PRAISE

(Mrs. WEIS (at the request of Mr. HALPERN) was granted permission to extend her remarks at this point in the RECORD and to include extraneous matter.)

Mrs. WEIS. Mr. Speaker, the Eastman Philharmonia, the student symphony orchestra of the renowned Eastman School of Music, in Rochester, N.Y., returned Sunday from a tour abroad which has reaped great and enduring benefits for the United States. I rise today to pay special tribute to Dr. Howard Hanson, the beloved head of the Eastman School and conductor of the orchestra, to his very talented assistant, Frederic K. Fennell, and to the extraordinarily gifted young student musicians of the philharmonia.

Under the auspices of our people-to-people program, the Eastman Philharmonia has just completed a 3-month tour of 16 nations, including the Soviet Union, and every single performance of this magnificent student group was met with the highest critical acclaim. In my judgment, the music of the philharmonia has done more to enhance the cultural prestige of the United States abroad than any other single effort we have ever made. America owes a tremendous debt of gratitude to this dedicated and extremely gifted group of young people.

Wherever they went, these young musicians, ranging in age from only 17 to 22, performed splendidly. Newspaper accounts indicate that audiences and critics alike were amazed at their poise and ability. Their three concerts in Moscow drew rave notices and audiences demanded repeated playings of John Philip Sousa's "Stars and Stripes Forever"; in Lvov, in the heart of the

Ukraine, the lights had to be turned off after seven encores so the audience would go home. Everywhere the reception was the same. The philharmonia captured the hearts of music lovers throughout Europe as they long ago captured the hearts of the people of my home city of Rochester.

Mr. Speaker, I am enormously proud of this wonderful group of young people and their devoted director, Howard Hanson, an old and dear personal friend of mine. I salute them for a job well done and wish them all many more successes in their musical careers. They have performed a truly great service in the cause of better understanding between the people of this country and those of the 16 other nations who were privileged to hear their beautiful music.

I should like to include at this point in the RECORD a series of newspaper clippings from Rochester papers which vividly describe the impact of the philharmonia's tour:

PHILHARMONIA WOVES REDS WITH "STARS AND STRIPES"

A Moscow audience last night took to heart John Philip Sousa's march honoring the everlasting quality of the American flag, thanks to Rochester's Eastman Philharmonia.

Wire service reports from Moscow indicated that most members of the enthusiastic audience in Tchaikovsky Conservatory heard Sousa's "Stars and Stripes Forever" last night, for the first—and second—time.

The first performance came as a third encore and drew shouts from the audience of "March. March." Several Russians asked Americans the name of the march. They seemed a little surprised when told but continued applauding.

The overflow audience of 2,000 called the orchestra back for encores for more than 40 minutes. The rousing march went over so well that it was played twice.

The march is being played regularly as an encore during the orchestra's 3-month European and Asian tour. Last night's was the first of three concerts to be played in Moscow by the 87-member orchestra.

The philharmonia enjoyed what conductor Howard Hanson called "one of our greatest receptions" in its first concert in the Soviet Union.

Among Soviet notables hailing the performance was Deputy Culture Minister A. N. Kuznetsov, who told Hanson:

"You made a wonderful impression. You played music that is seldom heard in our country."

The Tass News Agency described the performance as a smash hit and said the orchestra's wide ranging program "made an impression of very great musical culture."

U.S. Ambassador and Mrs. Llewellyn Thompson were on hand, but some members of the Embassy staff were unable to get tickets.

Rhythmic clapping and cheering by the audience lasted more than half an hour after the end of the regular concert which included works of Mozart, Purcell, De Falla, Ravel, and Conductor Hanson.

One enthusiastic Moscovite remarked to a reporter:

"I was worried because they all looked so young. But they are marvelous."

Kuznetsov, in an apparent reference to the Sousa march, told Hanson that part of the concert's success was somewhat unusual.

Sousa, America's "March King," is well known for his stirring patriotic marches. In 1880 he was appointed leader of the Marine Corps Band and served under Presidents Garfield, Arthur, Cleveland, and Harrison.

In World War I he was given the rank of lieutenant commander and was director of music at the Great Lakes Naval Training Station.

Also well received was Hanson's Symphony No. 2 "Romantic." Tass said the symphony "is regarded by Moscow music critics as one of the most striking manifestations of American romanticism of the 20th century."

The concert included Purcell's "Dido and Aeneas," the overture to Mozart's opera "Abduction from the Seraglio," Ravel's suite "Ma Mère l'Oye," and the suit from De Falla's "Three Cornered Hat."

After the audience filed out of the ornate Tchaikovsky Conservatory Hall into the frosty Moscow night, the orchestra remained seated.

In a burst of youthful exuberance it suddenly began playing again to an empty hall—without Hanson.

The orchestra is to play in Moscow tonight and tomorrow before touring the Soviet Union.

Hanson obviously spoke for the group when he said to the delighted audience "spasibo"—"thank you" in Russian.

PHILHARMONIA REPEATS MOSCOW HIT

Moscow.—The Eastman School of Music's all-student philharmonia orchestra scored another rousing triumph last night in the Soviet capital.

The audience at the Tchaikovsky Conservatory demanded six encores, including two repeats of the stirring Sousa march "Stars and Stripes Forever."

"This is the first time we ever had to play an encore to an encore," declared conductor Howard Hanson.

"Stars and Stripes Forever" appears to have become a favorite of Muscovite music lovers. At the philharmonia's opening concert Thursday night the audience took to the march music instantly and demanded to hear it again.

Last night's performance was televised over the Soviet network.

Hanson said in an interview on Moscow radio "I was impressed by the warmth of the reception."

Hanson said playing in the conservatory was a sentimental occasion for him because the late Serge Koussevitzky—"one of my very best friends"—was a graduate of the conservatory.

"Koussevitzky began directing the Boston Philharmonic in 1924," said Hanson, "the same year I went to Eastman."

Hanson said members of the Moscow audiences were surprised by the youth of the orchestra, whose members range in age from 17 to 22.

He reported that a Russian woman who came in to take a picture of the group stopped short at the sight of them and exclaimed "Amazing."

She was almost as surprised to learn that all were studying to be professionals, Hanson related.

PHILHARMONIA A SMASH HIT IN 3-DAY MOSCOW STAND

Moscow.—Eighty-seven young Americans of the University of Rochester's Eastman Philharmonia ended a 3-day stand in Moscow last night playing six encores for a delighted audience of Muscovite music lovers.

A standing-room-only audience showed its appreciation in the ornate Tchaikovsky Conservatory Hall for a program that included works of Beethoven, American Walter Piston, and Eastman Director Howard Hanson.

But the orchestra made its greatest hit with Sousa's "Stars and Stripes Forever" which it had to play twice on each of the three nights by popular demand.

Today the group continues its tour of the Soviet Union, which ends about February 23.

After Saturday night's concert, five of the American musicians held a jam session at

the American Club, moving diplomats to do the Charleston and jitterbug.

"This has been a fantastic experience," said Daniel T. Perantoni, 20, of Johnsonburg, Pa.

"The whole trip has been a fantastic experience—all 16 nations—everywhere we've been. Music is an international language."

The orchestra's associate director, Frederic K. Fennell, who conducted the first half of last night's concert, was highly enthusiastic about the orchestra's European tour under the cultural exchange program.

"This is the greatest kind of diplomacy since the days of Benjamin Franklin," he said. "It's like playing baseball in Yankee Stadium."

Fennell said that while the young musicians have been "up" for the whole tour, they are even keener to make a good impression in the Soviet Union.

From indications of the last 3 days, they will have no trouble.

Director Hanson, who conducted the second half of last night's concert as well as all of the Friday and Saturday performances, found himself still taking bows before a cheering audience 45 minutes after the end.

In an interview on Moscow Radio, Hanson commented:

"I was impressed by the warmth of the reception."

He said playing in the conservatory was a sentimental occasion because the late Serge Koussevitzky—"one of my very best friends"—was a graduate of the conservatory.

"Koussevitzky started directing the Boston Philharmonic in 1924, the same year I went to Eastman," Hanson said.

Last night's performance of the philharmonic was televised over the Soviet network.

ALLEN REPORTS FROM RUSSIA: "THEY WOULDN'T GO HOME"—PHILHARMONIA GIVES SEVEN ENCORES IN LVOV

(By Hamilton B. Allen)

(Ham Allen left February 5 to be with the Eastman Philharmonia during the latter weeks of its Russian tour. He arrived in Moscow a week ago and made arrangements to join the orchestra in Lvov. More detailed accounts of Allen's experiences in Russia will be published later in *The Times-Union*.)

KIEV, U.S.S.R.—They had to turn out the lights in a theater at Lvov Sunday night so the Eastman Philharmonia could go home.

The reception was that enthusiastic. An applauding audience brought the philharmonic back for seven encores for 1 hour after their performance had concluded.

Everyone agrees the reception in Lvov was the greatest of the entire 3-month overseas tour.

As the 87-member Rochester student orchestra left the theater and headed for their hotel, Russians stopped them in the streets. They wanted to talk and invite them to their homes and music schools.

Everybody with the orchestra and its staff is well.

These young people are making such an impression in Russia that it is hard to understand. The Russian visit has provided a series of fantastic experiences.

Lvov is an industrial center in the western Ukraine, about 50 miles from the Polish border. It is the former Galician capital in the old Austro-Hungarian Empire.

We journeyed by train from Lvov to Kiev where the philharmonic will perform Thursday night. Tonight, the orchestra and staff will go to the Kiev Ballet.

The philharmonic's performances in Lvov were brilliant.

Director Howard Hanson said he felt the orchestra was "playing well—way over their heads."

Sunday night's concert, devoted entirely to modern works, was led by Frederick Fennell, the associate conductor. The audience

numbered more than 1,000, and 500 persons were turned away.

After the concert in Kiev Thursday night, the Philharmonia will go to Leningrad for the windup of the Russian tour.

Hanson said he has accepted an invitation for the orchestra to give a concert April 7 in Philadelphia for the Musical Arts Society of America.

RUSSIANS WANT TO KNOW THE SCORES—THEY STOP PHILHARMONIA MEMBERS FOR MUSIC, FACTS ON AMERICA

(By Hamilton B. Allen)

The Russian man-in-the-street is packed full of curiosity. Drop an American in his town—or better, 97 Americans—and he and they are apt to cause quite a stir. The Russian people are deeply interested in the who and what and why of America.

Members of the Eastman Philharmonia told me that what I saw on this score happened in every town on the Russian tour.

It was particularly evident in the areas where Americans are decidedly in short supply, Lvov and Kiev, for instance. This I saw and was a part of. The impressions are lasting.

For instance, a few steps outside the concert hall in Lvov, on a side street, shortly before midnight, I came upon a crowd of people neck-stretching to hear and see what was going on in the middle of the tight-ringed circle.

Curious myself, I joined the stretch, all 6 feet 2, and saw Dr. Frederick Fennell, somewhat less than that height, way down in the center. He was being interrogated by a woman who spoke bits of English, translating for a Russian gentleman obviously of some distinction.

The immediate issue was Sousa's "Stars and Stripes Forever" march that had been played and later repeated at the concert. The man was a professor of music and he insisted that he "must have that music for his orchestra." He had never been so thrilled, he said, and if the maestro (Fennell) would allow him a score he would stay up all night to copy it and have it at the hotel before breakfast.

Satisfied that Fred was in no trouble, I broke off the fringe of the mesmerized audience and walked along the dark street. I wasn't half a block away when I sensed someone walking immediately behind me.

Then a young man caught my arm and said in stilted, halting English (that was much better, by the way, than my travel-book Russian) that he had seen me taking pictures at the concert and suspected I was a journalist from the United States and would I please answer a couple of questions about my homeland.

I decided to play it cool, so I said to go ahead and shoot the questions.

This is verbatim, for I made notes the moment I gained the quiet safety of the hotel:

"Tell me, is it true that all the future for youth is in our land [Russia] and that in America there is no future for your young people?"

I told him that I wasn't in Russia to make propaganda but that I wanted to tell him the truth, as long as he had asked.

I said, "No, that the future for young people in the United States was very bright and from what I had seen of Russia it was equally bright for the Soviet youth."

"Together," I said, hoping to add a clincher, "we could have the greatest future man ever knew if we learned how to get along in peace."

Then he said, "Our papers tell us that you people want war. Is that true?"

I vigorously denied that, said that it just plain wasn't true, that the papers that said that were not sticking to the facts, that he must remember that if you cut us we bleed the same as a Russian and that we wanted

most of all to have peace on this earth and for all men everywhere to live happily and peacefully together.

He faded from my side as quietly as he had arrived. Who he was I do not know.

Many in the orchestra tell of similar experiences.

Two of the girls in the Philharmonia, Patricia Dengler of Amarillo, Tex., and Linda Van Sickle of Cleveland, told me of one.

Again it was night (these meetings don't happen in daylight) when a couple accosted them after a concert and invited them to their home the next day. The man spoke good English.

The girls, eager to see how Russian people live, accepted. They took a taxi to the address and were welcomed into the "clean, neat, fairly comfortable" home (apartment; there are few single houses).

The man was a teacher of English, they learned, and was hoping that he could add to his library, his latest works of American origin being Mark Twain's writings. He wanted his children to become familiar with U.S. writers. He did not know of William Faulkner, nor of F. Scott Fitzgerald nor of any of the crop of major latter day authors, the girls said.

The girls said his hunger for "something beyond what he could get in local book-stalls" was pitiful.

They added what little they could from their travel reading. They said he was "touchingly grateful."

This is the way it went.

ORCHESTRA WOVE WEB OF UNDERSTANDING

(By Hamilton B. Allen)

The real story of the Eastman Philharmonia tour cannot be written in black and white. It was graven in the hearts of men in the universal language of beautiful music by 87 gallant young people from Rochester, N.Y. They and those who heard and those who saw will never think the same again, nor perhaps even be the same.

The transformation both in those who gave and in those who received, was visible and touching; a wonderment to a bystander briefly in their midst whose own experience never shall be forgotten.

Their story is as big as the land that stretches from the Atlantic eastward to the red-towered walls of the Kremlin; from the hot streets of Cairo, thick with the diseased, to the silent, frozen beauty of sophisticated Leningrad.

It is a story of tired people and long plane hops; crowded buses, and dirty trains; of warm receptions, and cold rooms; of gustatory delights, and horsemeat.

It is a story of eager kids who chose to forget sick bellies and homesick hearts to keep the show on the long, long road.

It is a story of an old man of Lvov, crying silently in a corner of the concert hall and through his tears muttering "duh-svee-dah-nee-yah" (so long, until the next time) as the young players left the hall; of others so smitten with the young musicians from America that they wanted only to touch them as they went by, of opened homes in a shuttered land; of struck-up friendships that ignited on dark streets between music hall and hotel and sparkled into bright, wonderful moments of a spontaneous people-to-people thing that no government bureau could have planned, nor stopped; of unmeasurable good will spread across Europe and through the Iron Curtain into the vast, forbidding darkness of Russian hinterlands where no American orchestra had ever been before.

It is the biggest story in the history of Rochester music, a fantastic triumph for Yankee diplomacy and complete vindication of the American system of music education pioneered here and showcased so brilliantly in the Eastman Philharmonia.

Mr. RIEHLMAN. Mr. Speaker, this country suffered a considerable loss with the passing of former U.S. Senator Irving M. Ives of New York. Irving Ives was a humanitarian in the true sense of the word. He was a man of principle and conviction and could always be counted on to pursue the course which he felt in his own heart and mind was in the best interests of his country.

Irving Ives was an inspiration to those around him, coming as close as anyone could in my estimation to setting a perfect example for those who would pursue a life of public service. Dedication, thoroughness, objectivity, effectiveness—these were hallmarks of Irving Ives' service.

His contributions to the well-being of his fellow man are marked indelibly on his outstanding record of public service in the New York State Assembly and in the U.S. Senate. Admiration and respect for Irving Ives would flow from a knowledge of his public record alone. These feelings are heightened by the fact that I was personally acquainted with him for many years before we both came to Washington in 1947 to serve in the Congress.

In this day and age when men of wisdom and vision are sorely needed, we are the worse for his passing. He has left as one of his many legacies, however, his shining example of statesmanship which will endure as a valuable guidepost for our individual actions in the months and years ahead.

ORGANIZATION OF THE DEFENSE SUPPLY AGENCY

(Mr. WINSTEAD asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. WINSTEAD. Mr. Speaker, on August 31 the Secretary of Defense announced the organization of the Defense Supply Agency. As a member of the Armed Services Committee I have long been concerned with the effort to economize and improve defense procurement through centralization of functions. I applaud the Secretary's current effort in this direction.

Implementation of the new Agency will have a drastic and curtailing effect upon many older segments of the defense structure. High among these is the Quartermaster Corps of the Army. This dedicated corps has, in the past, performed a huge part of defense procurement with unquestionable efficiency, and it is not due to any lack of progressive adaptation on the part of the Quartermaster Corps that has inspired this change. These changes could only be justified on the grounds that greater economies and efficiencies can be effected by the creation of the Defense Supply Agency.

The Quartermaster Corps is as old as the U.S. Army and older than the Navy and Marine Corps. Age alone does not warrant veneration. The corps, however, through 10 generations of war and peace has won the respect of the Armed Forces, the Nation, and our many allies. Of more significant

interest in recent years—years marked by growth of management techniques—the corps has been in the forefront in applying modern business methods to military supply. It has been the leader in joint supply of common items. Around the world, beginning in World War II, it has supplied food and petroleum to all services. It was a pioneer in the joint purchase of clothing as early as 1954. Two years later it organized the first single managers which contributed to the U.S. taxpayers hundreds of millions of dollars savings.

When progress dictates the withdrawal of responsibility and prestige from any member of the governmental family, it is fitting that unusual and honorable performance in the past should be recognized and applauded. This should be in appreciation to the outgoing performers and for the encouragement and dignity of those left to continue remaining significant functions.

It is with these thoughts that I express appreciation to the Quartermaster Corps of the Army for its superior and traditional performance over these many years in the broadest field of defense procurement, and the confidence that its future performance in the field of direct supply will continue to contribute to the support and comfort of our combat forces.

RETIREMENT OF MAJ. GEN. PAUL B. BELL

(Mr. WICKERSHAM asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. WICKERSHAM. Mr. Speaker, tomorrow Maj. Gen. Paul B. Bell will be retired from the U.S. Army Reserve. He has served our country in war and in peace. It is my distinct honor now to offer him, before this House assembled, our congratulations and our thanks.

General Bell has devoted almost 40 years to the Army National Guard and the U.S. Army Reserve. He terminates his military career as Commanding General of the 95th Division. He rose to this position of eminence from the enlisted ranks of the Wisconsin National Guard, which he first served as a private in January 1920. As Commanding General of the 95th Division and as a citizen of the State of Oklahoma, we honor him today.

General Bell is a fine American possessing a truly outstanding record of service. He was for many years with the 45th Division. During World War II, General Bell served nearly 6 years of active duty. His assignments included artillery battalion commander, artillery group executive officer, artillery group commander, and assistant artillery officer, artillery section of the European General Board. During 26 months of duty in the European theater, he earned many awards of merit and distinction, including the Silver Star, the Legion of Merit, the Bronze Star with Oak Leaf Cluster, the Air Medal, and the French Croix de Guerre with Palm.

After the war, General Bell joined the Army Reserve program, eventually un-

dertaking his present command in April 1958.

General Bell should be proud of his service and the Army Reserve should be proud of General Bell. His leadership and high moral character mark him as one of the finest products of our military reserve program. It is through the dedication and service of men like General Bell—the civilian soldiers of our democracy—that the United States can face the challenging future with confidence.

On the occasion of General Bell's retirement, we now salute a man who has served his country well.

MANPOWER TRAINING ACT

(Mr. SCHADEBERG (at the request of Mr. HALPERN) was granted permission to extend his remarks at this point in the RECORD.)

Mr. SCHADEBERG. Mr. Speaker, this country's first modern apprenticeship law was enacted in my State of Wisconsin in 1911. Over the years other States adopted laws patterned after ours and today there are 26 States and Territories with apprenticeship laws and agencies similar to our apprenticeship division.

Wisconsin has participated in the veterans' training under Public Laws 346 and 550. Forty-three thousand veterans were approved for training. Thirteen thousand were on-the-job trainees, training for periods not to exceed 2 years, in every imaginable business and occupation.

It is my understanding that under H.R. 10363—H.R. 8399 as amended—State agencies having the experience and know-how will be utilized to assist in carrying out the intent of the program. I am only too aware that it is difficult for us to predict just what the Department of Labor will do in the administration of this legislation once it becomes law. However, I do wish to state for the record that many of my colleagues share with me the hope that existing State agencies dealing with apprenticeship and training programs will not only be utilized in administering the program but will be used to give the benefit of their experience in setting up approval criteria for all types of training on the job under the Manpower Development and Training Act.

MANPOWER DEVELOPMENT AND TRAINING ACT

(Mr. MACGREGOR (at the request of Mr. HALPERN) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. MACGREGOR. Mr. Speaker, I speak in support of the Manpower Development and Training Act and the objectives toward which it is directed. The widely recognized advances in American technology have produced profound results in our industrial production. The quality and quantity of our products have increased markedly. But hand in hand with these industrial changes has been a shift in the manpower skills necessary to operate industry. Only too

frequently both industry and worker are found lacking the needed skills. It is specifically to this problem of training and retraining workers that the Manpower Development and Training bill is aimed.

I should like to direct attention specifically to that section of the bill which provides for educational institutions to offer the needed training programs. The bill authorizes State vocational education agencies to provide for such training through "public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions"—section 401, lines 10 to 15. Hence it is envisioned that existing available public facilities will be sought first and then qualified established private facilities will be utilized to provide any additional facilities. Such a priority system is only just for the administration of a public program.

However, it is significant to point out that section 503 of the bill requires that the present level of State and local vocational training effort be maintained. Hence, all existing programs must be continued at least on the present scale. Since most communities are already utilizing their public vocational facilities at near capacity, it is anticipated that existing public facilities may not be adequate to fulfill the new demands. In my own State, the University of Minnesota already utilizes through contract agreements the facilities of the William Hood Dunwoody Industrial Institute of Minneapolis for vocational education. The Dunwoody Institute is a nonprofit institution of extremely high reputation. It provides industrial and technical training of the finest caliber to men in the Minneapolis-St. Paul area. It is my understanding that institutions of such high caliber as Dunwoody were specifically intended to be eligible under provisions of this bill. I am sure that my distinguished colleagues who conducted hearings and drafted this bill would heartily concur that such is the intent of this bill. The following letter from the Department of Health, Education, and Welfare also indicates agreement by the administration:

JUNE 23, 1961.

DEAR MR. HOLLAND: There is a definite role for private, vocational, technical, and training schools and institutes under the Manpower Development and Training Act of 1961, H.R. 7373, if there were a training need in the area and the public schools were unable or preferred not to provide this particular training need.

The legislation specifically authorizes the State vocational agency to contract with private institutions to provide training and retraining requested by the employment services.

As you know, your bill authorizes the Secretary of Health, Education, and Welfare to contract directly with private institutions in an area if the State vocational education agency does not or cannot provide vocational training requested by the Secretary of Labor.

In the particular case of the Dunwoody Institute, Minneapolis, Minn., one of the Nation's outstanding technical institutes, it is noteworthy that the State University of Minnesota presently has a relationship with Dunwoody to provide training for university

students which is not available through the university.

Thank you for your inquiry about this important matter. Please feel free to call on us for any further information you may need.

Sincerely yours,

PHILIP H. DES MARAIS,

Deputy Assistant Secretary, Department of Health, Education, and Welfare.

Mr. Speaker, other fine nonprofit private vocational institutes of high caliber are located in major industrial areas throughout the country. One example would be the David Rankin School of Mechanical Trades located in St. Louis; and so prominently discussed by the distinguished gentleman from St. Louis, Congressman THOMAS CURTIS. I am convinced from talking with subcommittee members that such eminently qualified institutions as Dunwoody and Rankin are intended to be eligible for participation in the programs established by the bill. It is the fly-by-night type of schools which took undue advantage of the earlier veterans education acts that cause concern to the framers of this legislation. The committee has assured me frequently that institutions of the excellent caliber of Dunwoody and Rankin are desired and necessary for the fullest implementation of this manpower program. Therefore, I feel it is essential in the passage of the manpower development and training bill to establish clearly the intention of Congress that qualified nonprofit private institutions should participate in the newly established program.

MANPOWER DEVELOPMENT AND TRAINING ACT

Mr. GOODELL. Mr. Speaker, I pay tribute to my esteemed colleague, the gentleman from Minnesota [Mr. MACGREGOR]. He is always alert and vigilant to the detailed items of legislation before this body, and particularly so when people of his Third Congressional District are affected. I wish to assure the gentleman that it is my understanding that the Labor Department has high respect for Dunwoody Institute.

As legislative history to this substitute bill, I want it clearly understood that we do not contemplate requiring trainees to attend public facilities when better private facilities are available in the community. The language of the bill authorizes agreements between the Secretary of HEW and State agencies to provide training "through public educational agencies or institutions, or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions."

I would certainly contemplate that trainees at Dunwoody would normally qualify for training allowances since, as I understand it, no technical institutes in that area compare with Dunwoody in the particular type of training Dunwoody offers. It is not our intention to make life more difficult for private technical institutes or any other private institutions providing needed training facilities. I would certainly hope that the administrators of this substitute bill

would lean over backward in this respect. Having discussed this with my Democratic colleagues, I believe my views are shared in this respect on a bipartisan basis.

KENNEDY'S POLITICAL TRICKERY

The SPEAKER. Under the previous order of the House, the gentleman from Michigan [Mr. MEADER] is recognized for 30 minutes.

(Mr. MEADER asked and was given permission to revise and extend his remarks and include extraneous matter.)

Mr. MEADER. Mr. Speaker, in my entire political career, I do not believe I have ever seen an instance of transparent political trickery to match President Kennedy's attempt to browbeat Congress into acquiescence in his unwise proposed reorganization plan to establish a Department of Urban Affairs and Housing.

When the President, in an angry reaction to the House Rules Committee's refusal, by a vote of nine to six, to grant a rule for the consideration of a bill to create a Department of Urban Affairs and Housing, announced that he would create such a Department by a reorganization plan and appoint Dr. Weaver, a Negro, as Secretary of the new Department, some of my friends of the press, while amused, said they regarded this as a brilliant stroke of political genius.

When, however, the House and Senate refused to be intimidated into voting for a plan which had no merits, on the threat of political extinction, the general press comment turned around the other way and indicated that the President had tried to get by with a fast one, but got caught in it and fell on his face.

For example, the following was the analysis of the Jackson (Mich.) Citizen Patriot:

The introduction of the race issue was, as we called it some time ago, a shoddy political trick. It is good to see it turn into a political blunder.

I insert the entire editorial at this point in my remarks:

PRESIDENT'S POLITICAL BLUNDER

Washington news analysts are beginning to agree that President Kennedy's tactics with respect to the establishment of a Department of Urban Affairs are not producing the political results he expected.

Republicans who were shaking in their boots when the President injected the racial issue into the argument, are beginning to regain their confidence. As James Marlow, our Associated Press news analyst, reported Friday, it was the Democrats who helped wreck the Kennedy political steamroller.

The President has centered all of his fire on the Republicans, blaming them for denying the cities the so-called benefits of his scheme.

He has had not a word to say about Democrats who voted against him in the House, the Senate and in the House Rules Committee.

Neither has he taken cognizance of the fact that his party holds a hefty majority in each house of Congress. If the Democrats followed his leadership, every Republican in the place could vote against him and he still would get what he wants.

These facts are so obvious that the President's political moves lose their punch. Abraham Lincoln's "you can fool some of the

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued March 2, 1962
For actions of March 1, 1962
87th-2d, No. 30

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HIGHLIGHTS: Both Houses received President's conservation message. Sen. McCarthy commended Secretary's farm policies. Sen. Carlson expressed concern over some provisions of farm bill. Sen. Morse and others introduced and Sen. Morse discussed forest access roads bill.

SENATE

1. **CONSERVATION.** Both Houses received the President's message on conservation which recommended "approval of legislation to be sent to the Congress shortly to accelerate the development of national multiple-purpose forest roads and trails"; stated that steps will be taken to establish a policy permitting the Federal Government to condition its granting of rights-of-way to private timber land owners within National Forests upon the receipt of corresponding rights to cross their private lands to harvest timber from National Forests; stated that he had directed the Secretary of Agriculture to intensify efforts to develop a program for improving the management of small tracts of privately-owned timber lands; stated that the Secretary of Agriculture will soon appoint an advisory panel of outstanding scientists to appraise and propose changes in this Department's research programs; urged enactment of legislation establishing a national wilderness preservation system; urged enactment of the Administration's proposed Water

Resources Planning Act; proposed creation of a land conservation fund, to be financed partly from recreation-area user fees and charges and sales of surplus public lands, to meet the national needs for outdoor recreational lands; urged enactment of legislation "which will shortly be transmitted to clarify certain provisions of the watershed protection and flood prevention act and to allow deferred repayment of municipal and industrial water supply costs": urged favorable action on the request for funds for a survey by the Federal Power Commission of the Nation's electric power needs for the next 20 years; urged enactment of legislation establishing a Youth Conservation Corps; stated that he would convene a White House conference on conservation this year; stated that a Bureau of Outdoor Recreation would be created in the Department of the Interior to serve as a focal point for the many Federal activities related to outdoor recreation; stated that an institute of water research would be established in the Department of the Interior to conduct basic research and facilitate translation of scientific information into water management practices; stated that plans are being made to establish a realistic schedule of fees and charges for the use of Federal range lands; and stated that he would appoint an outdoor recreation advisory council of heads of departments principally concerned with recreation to consider national recreation policy and to facilitate coordination among the various agencies. (H. Doc. 348) pp. 2828-31, 2863-6

2. FARM PROGRAM. Sen. McCarthy commended Secretary Freeman "for his accomplishments in his first 13 months of office," particularly for his "service in presenting a comprehensive picture of the farm problem." pp. 2955-6

Sen. Carlson expressed concern over several provisions of the proposed farm bill, particularly with regard to wheat, and stated that he would "be hesitant to vote for an all-inclusive omnibus farm bill until I am assured that it will have no adverse effects on agriculture." pp. 2956-8

Sen. Javits inserted an article stating that the farm problem should be "approached not as an annoying and somewhat tragic muddle, but as a great opportunity." p. 2896

Sen. Young, O., inserted an article by a farm editor stating that Northwestern Ohio county agents state that the reaction of farmers to the President farm program generally is favorable. p. 2900

Sen. Proxmire inserted testimony before the S. Agriculture and Forestry Committee on the farm bill by the National Council of Farmer Cooperatives, the Missouri Farmers' Association, the Producer Creamery Co., of Springfield, Mo., and the Metropolitan Cooperative Milk Producers Bargaining Agency, Inc., Syracuse, N. Y. pp. 2970-6

3. MANPOWER TRAINING. Conferees were appointed on S. 1991, the proposed Manpower Development and Training Act. House conferees have already been appointed. pp. 2907-10

4. MINERALS. Received from Interior the semi-annual report of the Office of Minerals Exploration. p. 2846

5. PUBLIC DEBT. Passed without amendment H. R. 10050, to provide for a further temporary \$2 billion increase (from \$298 billion to \$300 billion) in the public debt limit until June 30, 1962 (pp. 2910-2, 2938-9). This bill will now be sent to the President. This bill had been reported without amendment earlier by the Finance Committee (S. Rept. 1221) (p. 2849).

6. RECLAMATION. The Interior and Insular Affairs Committee reported without amendment S. 1023, to provide for construction of additional features of the Talent division of the Rogue River Basin reclamation project, Ore. (S. Rept. 1220). p. 2849

87TH CONGRESS
2D SESSION

S. 1991

IN THE SENATE OF THE UNITED STATES

MARCH 1, 1962

Ordered to be printed with the amendment of the House of Representatives

AN ACT

Relating to manpower requirements, resources, development,
and utilization, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the “Manpower Development
4 and Training Act of 1961”.

5 ~~TITLE I—MANPOWER REQUIREMENTS, DEVEL-~~
6 ~~OPMENT, AND UTILIZATION~~

7 STATEMENT OF FINDINGS AND PURPOSE

8 SEC. 102. The Congress finds that there is critical need
9 for more and better trained personnel in many vital occupa-
10 tional categories, including professional, scientific, technical,
11 and apprenticeable categories; that even in periods of high

1 unemployment, many employment opportunities remain un-
2 filled because of the shortages of qualified personnel; and
3 that it is in the national interest that current and prospective
4 manpower shortages be identified and that persons who can
5 be qualified for these positions through education and train-
6 ing be sought out and trained, in order that the Nation may
7 meet the staffing requirements of the struggle for freedom.
8 The Congress further finds that the skills of many persons
9 have been rendered obsolete by dislocations in the economy
10 arising from automation or other technological developments,
11 foreign competition, relocation of industry, shifts in market
12 demands, and other changes in the structure of the economy;
13 that Government leadership is necessary to insure that the
14 benefits of automation do not become burdens of widespread
15 unemployment; that the problem of assuring sufficient em-
16 ployment opportunities will be compounded by the extraor-
17 dinarily rapid growth of the labor force in the next decade,
18 particularly by the entrance of young people into the labor
19 force; that improved planning and expanded efforts will be
20 required to assure that men, women, and young people will
21 be trained and available to meet shifting employment needs;
22 that many persons now unemployed or underemployed, in
23 order to become qualified for reemployment or full employ-
24 ment must be provided with skills which are or will be in de-
25 mand in the labor market; that the skills of many persons

1 now employed are inadequate to enable them to make their
2 maximum contribution to the Nation's economy; and that
3 it is in the national interest that the opportunity to acquire
4 new skills be afforded to these people in order to alleviate
5 the hardships of unemployment, reduce the costs of unem-
6 ployment compensation and public assistance, and to in-
7 crease the Nation's productivity and its capacity to meet
8 the requirements of the space age. It is therefore the pur-
9 pose of this Act to require the Federal Government to ap-
10 praise the manpower requirements and resources of the
11 Nation, develop and apply the information and methods
12 needed to deal with the problems of unemployment result-
13 ing from automation and technological changes and other
14 types of persistent unemployment.

15 EVALUATION, INFORMATION, AND RESEARCH

16 SEC. 403. To assist the Nation in accomplishing the
17 objectives of technological progress while avoiding or mini-
18 mizing individual hardship and widespread unemployment,
19 the Secretary of Labor shall—

20 (1) evaluate the impact of, and benefits and prob-
21 lems created by automation, technological progress, and
22 other changes in the structure of production and demand
23 on the use of the Nation's human resources; establish
24 techniques and methods for detecting in advance the
25 potential impact of such developments; develop solutions

1 to these problems, and publish findings pertaining
2 thereto;

3 ~~(2)~~ establish a program of factual studies of prac-
4 tices of employers and unions which tend to affect
5 mobility of workers; including but not limited to early
6 retirement and vesting provisions and practices under
7 private compensation plans; the extension of health, wel-
8 fare, and insurance benefits to laid-off workers; the
9 operation of severance plans; and the use of extended
10 leave plans for education and training purposes;

11 ~~(3)~~ appraise the adequacy of the Nation's man-
12 power development efforts to meet foreseeable manpower
13 needs and recommend needed adjustments, including
14 methods for promoting the most effective occupational
15 utilization of and providing useful work experience and
16 training opportunities for untrained and inexperienced
17 youth;

18 ~~(4)~~ promote, encourage, or directly engage in pro-
19 grams of information and communication concerning
20 manpower requirements, development, and utilization;
21 including prevention and amelioration of undesirable
22 manpower effects from automation and other technologi-
23 cal developments and improvement of the mobility of
24 workers; and

25 ~~(5)~~ arrange for the conduct of such research and

investigations as give promise of furthering the objectives of this Act.

SKILL AND TRAINING REQUIREMENTS

SEC. 104. The Secretary of Labor shall develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, training activities, and employment trends on a National, State, or area or other appropriate basis which shall be used in determining the educational, training, counseling, and placement activities performed under this Act.

MANPOWER REPORT

SEC. 105. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1962) a report pertaining to manpower requirements, resources, utilization, and training.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

GENERAL RESPONSIBILITY

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill require-

1 ments of the economy, develop policies for the adequate
2 occupational development and maximum utilization of the
3 skills of the Nation's workers, promote and encourage the
4 development of broad and diversified training and retraining
5 programs, including on-the-job training designed to qualify
6 for employment the many persons who cannot reasonably be
7 expected to secure full-time employment without such train-
8 ing, and to equip the Nation's workers with the new and
9 improved skills that are or will be required.

10 SELECTION OF TRAINEES

11 SEC. 202. (a) The Secretary of Labor shall provide a
12 program for testing, counseling, and selecting for occupa-
13 tional training those unemployed or underemployed persons
14 who cannot reasonably be expected to secure appropriate full-
15 time employment without training. Whenever appropriate
16 the Secretary shall provide a special program for the testing,
17 counseling and selection of youths, sixteen years or older,
18 for occupational training and further schooling. Workers
19 in farm families with less than \$1,200 annual net family
20 income shall be considered unemployed for the purpose of
21 this Act.

(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall also refer other persons qualified for training or retraining programs which will enable them to acquire

1 needed skills. Priority in referral for training shall also
2 be extended to persons to be trained for skills needed within
3 the State of their residence.

4 (c) The Secretary of Labor shall determine the occupa-
5 tional training or retraining needs of referred persons, pro-
6 vide for their orderly selection and referral for training under
7 this Act, and provide placement services to persons who have
8 completed their training, as well as follow-up studies to
9 determine whether the programs provided meet the occupa-
10 tional training needs of the persons referred.

11 WEEKLY TRAINING ALLOWANCES

12 SEC. 203 (a) The Secretary of Labor may, on behalf
13 of the United States, enter into agreements with States under
14 which the Secretary of Labor shall make payments to such
15 States either in advance or by way of reimbursement for the
16 purpose of enabling such States to make payment of weekly
17 Federal training allowances to individuals selected for train-
18 ing pursuant to the provisions of section 202 and undergoing
19 such training. Such payments shall be made for a period not
20 exceeding fifty-two weeks, and the amount of any such pay-
21 ment in any week for individuals undergoing training, in-
22 cluding uncompensated employer-provided training, shall not
23 exceed the amount of the average weekly unemployment
24 compensation payment (including allowances for depend-
25 ents) for a week of total unemployment in the State making

1 such payments during the most recent quarter for which
2 such data are available: *Provided however*, That in any
3 week an individual who, but for his training, would be en-
4 titled to unemployment compensation in excess of such al-
5 lowance, shall receive an allowance increased by the amount
6 of such excess.

7 For individuals undergoing on-the-job training the
8 amount of any payment by the Secretary of Labor under this
9 section shall be reduced by a proportion equal to the ratio
10 that the number of compensated hours per week bears to
11 forty hours: *Provided*, That in no event shall the payment
12 to such an individual, when added to the amount received
13 from the employer, bring the total to more than the
14 average weekly unemployment compensation payment re-
15 ferred to above.

16 (b) Such weekly training allowances may be supple-
17 mented by such sums as may be determined by the Secretary
18 of Labor to be necessary to defray transportation and sub-
19 sistence expenses for separate maintenance of individuals en-
20 gaged in training under this title including compensated full-
21 time on-the-job training, when such training is provided in
22 facilities which are not within commuting distance of their
23 regular place of residence: *Provided*, That the Secretary in
24 defraying such subsistence expenses shall not afford any indi-
25 vidual an allowance exceeding the rate of \$35 per week; nor

1 shall the Secretary authorize any transportation expenditure
2 exceeding the rate of 10 cents per mile: *And provided fur-*
3 *ther,* That where due to the unusual circumstances the maxi-
4 mum per diem allowance would be more than the amount
5 required to meet the actual and necessary expenses the
6 Secretary may prescribe conditions under which reimburse-
7 ment for such expenses may be authorized on an actual
8 expense basis.

9 ~~(c)~~ Except where the Secretary of Labor finds such
10 training allowances are necessary to provide occupational
11 training for youths over sixteen but under twenty-two years
12 of age, and only to the extent of 5 per centum of the total
13 allowances under this section, such training allowances shall
14 be limited to unemployed persons who have had not less than
15 three years of experience in gainful employment and who
16 are heads of families or heads of households as defined in the
17 Internal Revenue Code.

18 ~~(d)~~ After June 30, 1963, any amount paid to a State
19 for training allowances under this section shall be paid
20 on condition that such State shall bear 50 per centum of
21 the amount of such allowances.

22 ~~(e)~~ No training allowance shall be made to any person
23 otherwise eligible who, with respect to the week for which
24 such payment would be made, has received or is seeking un-

1 employment compensation under title XV of the Social Se-
2 curity Act or any other Federal or State unemployment com-
3 pensation law, but if the appropriate State or Federal agency
4 finally determines that a person denied training allowances
5 for any week because of this subsection was not entitled to
6 unemployment compensation under title XV of the Social
7 Security Act or such Federal or State law with respect to
8 such week, this subsection shall not apply with respect to
9 such week.

10 (f) A person who refuses, without good cause, to accept
11 training under this Act shall not, for one year thereafter,
12 be entitled to training allowances.

13 (g) Any agreement under this section may contain
14 such provisions (including, as far as may be appropriate,
15 provisions authorized or made applicable with respect to
16 agreements concluded by the Secretary of Labor pursuant to
17 title XV of the Social Security Act) as will promote effective
18 administration, protect the United States against loss and
19 insure the proper application of payments made to the State
20 under such agreement. Except as may be provided in such
21 agreements, or in regulations hereinafter authorized, deter-
22 minations by any duly designated officer or agency as to the
23 eligibility of individuals for weekly Federal training allow-

1 anees under this section shall be final and conclusive for any
2 purposes and not subject to review by any court or any other
3 officer.

4 ~~ON-THE-JOB TRAINING~~

5 SEC. 204. (a) The Secretary of Labor shall develop,
6 and shall secure the adoption of programs for on-the-job
7 training needed to equip individuals selected for training with
8 the appropriate skills, including wherever appropriate special
9 programs for youths over sixteen years of age. The Seere-
10 tary shall, to the maximum extent possible, secure the adop-
11 tion of programs by private and public agencies, employers,
12 trade associations, labor organizations and other industrial
13 and community groups which he determines are qualified to
14 conduct effective on-the-job training programs.

15 (b) The Secretary of Labor shall cooperate with the
16 Secretary of Health, Education, and Welfare in coordinating
17 on-the-job training programs with vocational educational
18 programs conducted pursuant to the provisions of this title.

19 (c) In adopting or approving any training program
20 under this part, and as a condition to the expenditure of
21 funds for any such program, the Secretary shall make such
22 arrangements as he deems necessary to insure adherence to
23 appropriate training standards, including assurances—

1 ~~(1)~~ that wages paid to trainees are not less than
2 those customarily paid in the training establishment and
3 in the community to learners on the same job; and

4 ~~(2)~~ that adequate and safe facilities, personnel, and
5 records of attendance and progress are provided.

6 ~~(d)~~ Where on-the-job training programs under this part
7 require supplementary classroom instruction, appropriate
8 arrangements for such instruction shall be agreed to by
9 the Secretary of Health, Education, and Welfare and the
10 Secretary of Labor.

11 NATIONAL ADVISORY COMMITTEE

12 SEC. 205. ~~(a)~~ The Secretary shall appoint a National
13 Advisory Committee which shall consist of ten members and
14 shall be composed of representatives of labor, management,
15 agriculture, education, and training, and the public in gen-
16 eral. From the members appointed to such Committee the
17 Secretary shall designate a Chairman. Such Committee, or
18 any duly established subcommittee thereof, shall from time
19 to time make recommendations to the Secretary relative to
20 the carrying out of his duties under this Act. Such Com-
21 mittee shall hold not less than two meetings during each
22 calendar year.

23 ~~(b)~~ The National Advisory Committee shall encourage
24 and assist in the organization on a plant, community,

1 regional, or industry basis of labor-management-public com-
 2 mittees and similar groups designed to further the purposes
 3 of this Act and may provide assistance to such groups, as
 4 well as existing groups organized for similar purposes, in
 5 effectuating such purposes.

6 (e) The National Advisory Committee may accept
 7 gifts or bequests, either for carrying out specific programs
 8 or for its general activities or for its responsibilities under
 9 subsection (b) of this section.

10 REPORTS ON OPERATION OF TRAINING PROGRAMS

11 SEC. 206. The Secretary shall develop, compile and
 12 make available information concerning—

13 (1) the number and types of training and retraining
 14 activities conducted under this Act;

15 (2) the number of unemployed persons who have
 16 secured full-time employment in fields related to such
 17 training or retraining; and

18 (3) the nature of such employment.

19 STATE AGREEMENTS

20 SEC. 207. (a) The Secretary of Labor is authorized
 21 to enter into an agreement with a State, or with the ap-
 22 propriate agency of the State, pursuant to which the Secre-
 23 tary of Labor may, for the purpose of carrying out his func-
 24 tions and duties under this title, utilize the services of the

1 appropriate State agency and, notwithstanding any other
2 provision of law, may reimburse such State or appropriate
3 agency for services rendered for such purposes.

4 (b) Any agreement under this section may contain
5 such provisions as will promote effective administration, pro-
6 tect the United States against loss and insure that the func-
7 tions and duties to be carried out by the appropriate State
8 agency are performed in a satisfactory manner.

9 RULES AND REGULATIONS

10 SEC. 208. The Secretary of Labor shall prescribe such
11 rules and regulations as he may deem necessary and appro-
12 priate to carry out the provisions of this part.

13 PART B—DUTIES OF THE SECRETARY OF HEALTH,
14 EDUCATION, AND WELFARE

15 GENERAL RESPONSIBILITY

16 SEC. 231. The Secretary of Health, Education, and
17 Welfare shall, pursuant to the provisions of this title, enter
18 into agreements with States under which the appropriate
19 State vocational education agencies will undertake to provide
20 training or retraining needed to equip individuals referred
21 to the Secretary of Health, Education, and Welfare by the
22 Secretary of Labor pursuant to section 202, for the occupa-
23 tions specified in the referrals. Such State agencies shall pro-
24 vide for such training or retraining through public education
25 agencies or institutions or, if facilities or services of such agen-

1 cies or institutions are not adequate for the purpose, through
2 arrangements with private educational or training institutions.
3 Any such agreement shall provide for payment to such State
4 agency of 100 per centum of the cost to the State of carry-
5 ing out the agreement with respect to unemployment indi-
6 viduals, and 50 per centum of the cost with respect to other
7 individuals referred under this Act, and shall contain such
8 other provisions as will promote effective administration
9 (including provision for reports on the attendance and per-
10 formance of trainees and provision for continuous supervision
11 of the training programs conducted under the agreement to
12 insure the quality and adequacy of the training provided);
13 protect the United States against loss, and assure that the
14 functions and duties to be carried out by such State agency
15 are performed in such fashion as will carry out the purposes
16 of this title: *Provided*, That after June 30, 1963, any
17 amount paid to a State to carry out an agreement authorized
18 by this part shall be paid on condition that such State shall
19 bear 50 per centum of such cost. In the case of any State
20 which does not enter into an agreement under this section,
21 and in the case of any training which the State agency
22 does not provide under such an agreement, the Secretary
23 of Health, Education, and Welfare may provide the needed
24 training by agreement or contract with public or private
25 educational or training institutions.

1 RULES AND REGULATIONS

2 SEC. 232. The Secretary of Health, Education, and
3 Welfare may prescribe such rules and regulations as he may
4 deem necessary and appropriate to carry out the provisions
5 of this part.

6 TITLE III—MISCELLANEOUS

7 APPORTIONMENT OF BENEFITS

8 SEC. 301. For the purpose of effecting an equitable
9 apportionment of Federal expenditures among the States
10 in carrying out the programs authorized under title II of
11 this Act, the Secretary of Labor and the Secretary of Health,
12 Education, and Welfare shall make such apportionment in
13 accordance with uniform standards and in arriving at such
14 standards shall consider only the following factors: (1) the
15 proportion which the labor force of a State bears to the total
16 labor force of the United States; (2) the proportion which
17 the unemployed in a State during the preceding calendar year
18 bears to the total number of unemployed in the United States
19 in the preceding calendar year; (3) the amount of under-
20 employment in the State; (4) the proportion which the in-
21 insured unemployed within a State bears to the total number of
22 insured employed within such State. For this purpose, the
23 word "State" shall be defined to include the District of Co-
24 lumbia, Puerto Rico, the Virgin Islands, and Guam.

MAINTENANCE OF STATE EFFORT

SEC. 302. No training or retraining program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that the State and/or the locality in which the training is carried out is not reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

OTHER AGENCIES AND DEPARTMENTS

SEC. 303. In the performance of his functions under this Act, the Secretary of Labor, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor

1 and, to the extent permitted by law, to provide such services
2 and facilities as he may request for his assistance in the per-
3 formance of his functions under this Act.

4 APPROPRIATIONS

5 SEC. 304. (a) There are authorized to be appropriated
6 to the Secretary of Labor and the Secretary of Health, Edu-
7 cation, and Welfare, respectively, such sums as are neces-
8 sary and appropriate to carry out the provisions of this
9 Act. The total of such sums shall not exceed \$900,000,000
10 for the fiscal year 1962, \$165,000,000 for the fiscal year
11 1963, and \$200,000,000 for each of the two succeeding
12 fiscal years.

13 (b) Funds appropriated under the authorization of this
14 Act may be transferred, with the approval of the Director
15 of the Bureau of the Budget, between departments and agen-
16 cies of the Government, if such funds are used for the pur-
17 poses for which they are specifically authorized and appro-
18 priated.

19 (c) Any equipment and teaching aids purchased by a
20 State or local vocational education agency with funds ap-
21 propriated to carry out the provisions of part B shall become
22 the property of the State.

23 (d) No portion of the funds to be used under part B
24 of this Act shall be appropriated directly or indirectly to the

1 purchase, erection, or repair of any building except for
2 minor remodeling of a public building necessary to make it
3 suitable for use in training under part B.

4 (e) Funds appropriated under this Act shall remain
5 available for one fiscal year beyond that in which appro-
6 priated.

7 ADDITIONAL POSITIONS

8 SEC. 305. Subject to the standards and procedures
9 prescribed by section 505 of the Classification Act of 1949,
10 as amended, the head of any agency, for the performance of
11 functions under this Act, including functions delegated pur-
12 suant to section 303, may place positions in grades 16, 17,
13 and 18 of the General Schedule established by such Act, and
14 such positions shall be in addition to the number of such
15 positions authorized by section 505 of the Classification Act
16 of 1949, as amended, to be placed in such grades: *Provided*,
17 That not to exceed a total of ten such positions may be
18 placed in such grades under this subsection, to be appor-
19 tioned among the agencies by the Director of the Bureau of
20 the Budget.

21 AUTHORITY TO CONTRACT

22 SEC. 306. (a) The Secretary of Labor and the Secre-
23 tary of Health, Education, and Welfare may make such con-
24 tracts or agreements, establish such procedures, and make

1 such payments, either in advance or by way of reimburse-
2 ment, as may be necessary to carry out the provisions of
3 this Act.

4 (b) The Secretary of Labor and the Secretary of
5 Health, Education, and Welfare shall not use any authority
6 conferred by this Act to assist establishments in relocating
7 from one area to another. The limitation set forth in this
8 subsection shall not be construed to prohibit assistance to a
9 business entity in the establishment of a new branch, affiliate,
10 or subsidiary of such entity if the Secretary of Labor finds
11 that the assistance in the establishment of such branch, affili-
12 ate, or subsidiary will not result in an increase in unemploy-
13 ment in the area of original location or in any other area
14 where such entity conducts business operations, unless he has
15 reason to believe that such branch, affiliate, or subsidiary is
16 being established with the intention of closing down the
17 operations of the existing business entity in the area of its
18 original location or in any other area where it conducts
19 such operations.

20 TERMINATION OF AUTHORITY

21 SEC. 307. (a) All authority conferred under title II
22 of this Act shall terminate at the close of June 30, 1965.

23 (b) Notwithstanding the foregoing, the termination of
24 title II shall not affect the disbursement of funds under,
25 or the carrying out of, any contract, commitment or other

1 obligation entered into prior to the date of such termination:
2 *Provided*, That no disbursement of funds shall be made pur-
3 suant to the authority conferred under title II of this Act
4 after December 30, 1965.

5 *That this Act may be cited as the "Manpower Develop-*
6 *ment and Training Act of 1962".*

7 *TITLE I—OCCUPATIONAL TRAINING AND*
8 *MANPOWER UTILIZATION*

9 *STATEMENT OF FINDINGS AND PURPOSE*

10 *SEC. 102. The Congress finds that there is critical need*
11 *for more and better trained personnel in many vital occupa-*
12 *tional categories, including professional, scientific, technical,*
13 *and apprenticeable categories; that even in periods of high*
14 *unemployment, many employment opportunities remain un-*
15 *filled because of the shortages of qualified personnel; and that*
16 *it is in the national interest that current and prospective man-*
17 *power shortages be identified and that persons who can be*
18 *qualified for these positions through education and training*
19 *be sought out and trained, in order that the Nation may meet*
20 *the staffing requirements of the struggle for freedom. The*
21 *Congress further finds that the skills of many persons have*
22 *been rendered obsolete by dislocations in the economy aris-*
23 *ing from automation or other technological developments,*
24 *foreign competition, relocation of industry, shifts in market*
25 *demands, and other changes in the structure of the economy;*

1 that Government leadership is necessary to insure that the
2 benefits of automation do not become burdens of widespread
3 unemployment; that the problem of assuring sufficient em-
4 ployment opportunities will be compounded by the extraor-
5 dinarily rapid growth of the labor force in the next decade,
6 particularly by the entrance of young people into the labor
7 force, that improved planning and expanded efforts will be
8 required to assure that men, women, and young people will
9 be trained and available to meet shifting employment needs;
10 that many persons now unemployed or underemployed, in
11 order to become qualified for reemployment or full employ-
12 ment must be assisted in providing themselves with skills
13 which are or will be in demand in the labor market; that
14 the skills of many persons now employed are inadequate to
15 enable them to make their maximum contribution to the
16 Nation's economy; and that it is in the national interest that
17 the opportunity to acquire new skills be afforded to these
18 people in order to alleviate the hardships of unemployment,
19 reduce the cost of unemployment compensation and public
20 assistance, and to increase the Nation's productivity and its
21 capacity to meet the requirements of the space age. It is
22 therefore the purpose of this Act to require the Federal
23 Government to appraise the manpower requirements and
24 resources of the Nation, and to develop and apply the in-
25 formation and methods needed to deal with the problems of

1 unemployment resulting from automation and technological
2 changes and other types of persistent unemployment.

3 *AUTOMATION AND OCCUPATIONAL TRAINING*

4 *SEC. 103. To assist the Nation in accomplishing the*
5 *objectives of technological progress while avoiding or mini-*
6 *mizing individual hardship and widespread unemployment,*
7 *the Secretary of Labor shall—*

8 *(1) evaluate the impact of, and benefits and prob-*
9 *lems created by automation, technological progress, and*
10 *other changes in the structure of production and demand*
11 *on the use of the Nation's human resources; establish*
12 *techniques and methods of detecting in advance the po-*
13 *tential impact of such developments; develop solutions*
14 *to these problems, and publish findings pertaining*
15 *thereto; and to such ends conduct or cause to be con-*
16 *ducted within the Department of Labor and other*
17 *agencies of Government, a comprehensive and contin-*
18 *uing program of research as may be necessary;*

19 *(2) promote, encourage, or directly engage in pro-*
20 *grams of information and communication concerning*
21 *automation, technological developments, and prevention*
22 *and amelioration of undesirable manpower effects from*
23 *such developments;*

24 *(3) appraise the adequacy of the Nation's man-*
25 *power development efforts to meet foreseeable man-*

1 power needs and recommend needed adjustments, in-
2 cluding methods for promoting the most effective occupa-
3 tional utilization of, and providing useful work experience
4 and training opportunities for, untrained and inexperi-
5 enced youth;

6 (4) arrange for the conduct of such research and
7 investigations as give promise of furthering the objec-
8 tives of this Act.

9 IMPROVING LABOR MOBILITY

10 SEC. 104. In order to encourage the mobility of labor,
11 to determine existing impediments to such mobility, and to
12 determine the feasibility and desirability of methods to im-
13 prove the mobility of labor, the Secretary of Labor is di-
14 rected to—

15 (1) establish a program of factual studies of prac-
16 tices of employers and unions which tend to impede the
17 mobility of workers or which facilitate mobility, in-
18 cluding but not limited to early retirement and vesting
19 provisions and practices under private compensation
20 plans; the extension of health, welfare, and insurance
21 benefits to laid-off workers; the operation of severance
22 pay plans; the operation of seniority systems; and the
23 use of extended leave plans for education and training
24 purposes. A report on these studies shall be included as

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24 *under this Act.*

1 *APPROPRIATIONS FOR ADMINISTRATION*

2 *SEC. 107. There is hereby authorized to be appropriated*
3 *to the Secretary of Labor a sum, not to exceed \$1,770,000*
4 *for the fiscal year ending June 30, 1963, and not to exceed*
5 *\$1,670,000 for the fiscal year ending June 30, 1964, to*
6 *administer the provisions of this title.*

7 *TITLE II—TRAINING AND SKILL DEVELOP-*
8 *MENT PROGRAMS*

9 *RESPONSIBILITY FOR PROGRAMS*

10 *SEC. 201. (a) In carrying out the purposes of this Act,*
11 *the Secretary of Labor shall determine the skill requirements*
12 *of the economy, develop policies for the adequate occupa-*
13 *tional development and maximum utilization of the skills*
14 *of the Nation's workers, and develop and encourage the de-*
15 *velopment of broad and diversified training programs, includ-*
16 *ing on-the-job training, designed to qualify for employment*
17 *the many persons who cannot reasonably be expected to*
18 *secure appropriate full-time employment without such train-*
19 *ing, and to equip the Nation's workers with the new and*
20 *improved skills that are and will be required.*

21 *(b) The Secretary of Labor shall carry out his responsi-*
22 *bilities under this title through the maximum utilization of*
23 *all possible resources for skill development available in in-*

1 *dustry, labor, public and private educational and training*
2 *institutions, State, Federal, and local agencies, and other ap-*
3 *propriate public and private organizations and facilities.*

4 *SELECTION OF TRAINEES*

5 *SEC. 202. (a) The Secretary of Labor shall provide a*
6 *program for testing, counseling, and selecting for occupa-*
7 *tional training under titles III and IV those unemployed or*
8 *underemployed individuals who cannot be expected to secure*
9 *appropriate full-time employment without training. When-*
10 *ever appropriate the Secretary shall also provide a special*
11 *program for the testing and counseling of youths, sixteen*
12 *years of age or older, and for the selection of those youths*
13 *for whom occupational training under this Act is indicated.*

14 *(b) Although priority in referral for training shall be*
15 *extended to unemployed individuals, the Secretary of Labor*
16 *shall, to the maximum extent possible, also refer other indi-*
17 *viduals qualified for training programs which will enable*
18 *them to acquire needed skills. Priority in referral for train-*
19 *ing shall also be extended to individuals to be trained for*
20 *skills needed within the area of their residence. Workers in*
21 *farm families with less than \$1,200 annual net family income*
22 *shall be considered unemployed for the purpose of this Act.*

23 *(c) Before selecting an individual for training, the Sec-*

1 retary shall determine that there is a reasonable expectation
2 of employment in the occupation for which the individual is
3 to be trained. If such employment is not available in the
4 area in which the individual resides, the Secretary shall
5 obtain reasonable assurance of such individual's willingness to
6 accept employment outside his area of residence.

7 (d) The Secretary shall not refer individuals for train-
8 ing in an occupation which requires less than two weeks
9 training, unless there are immediate employment opportuni-
10 ties in such occupation.

11 (e) The duration of any training program to which an
12 individual is referred shall be reasonable and consistent with
13 the occupation for which the individual is being trained.

14 (f) Upon certification by the responsible training
15 agency that an individual who has been referred for training
16 does not have a satisfactory attendance record or is not mak-
17 ing satisfactory progress in such training, absent good cause,
18 the Secretary shall forthwith terminate his training and sub-
19 sistence and transportation allowances, and withdraw his
20 referral. Such individual shall not be eligible for such allow-
21 ances for one year thereafter.

22 (g) The Secretary of Labor shall provide placement
23 services to individuals who have completed their training
24 under this Act, as well as counseling services to such indi-

1 viduals for an appropriate period after they have been
2 placed.

3 TRAINING ALLOWANCES

4 SEC. 203. (a) The Secretary of Labor may, on behalf of
5 the United States, enter into agreements with States (which,
6 for the purposes of this Act, shall include the District of
7 Columbia, Puerto Rico, and the Virgin Islands) under which
8 the Secretary of Labor shall make payments to such States
9 either in advance or by way of reimbursement for the pur-
10 pose of enabling such States, as agents for the United States,
11 to make payment of weekly training allowances to unem-
12 ployed individuals selected for training pursuant to the pro-
13 visions of section 202 of this title and undergoing such train-
14 ing in a program operated pursuant to the provisions of this
15 Act. Each such agreement shall provide that eighteen
16 months after the enactment of this Act any payments made
17 thereafter under this section must be matched by State funds
18 in an amount equal to the Federal payment. Such pay-
19 ments shall be made for a period not exceeding fifty-two
20 weeks, and the amount of any such payment in any week for
21 individuals undergoing training, including uncompensated
22 employer-provided training, shall not exceed the amount of
23 the average weekly unemployment compensation payment
24 (including allowances for dependents) for a week of total

1 unemployment in the State making such payments during
2 the most recent quarter for which such data are available:
3 Provided however, That in any week an individual who, but
4 for his training, would be entitled to unemployment compen-
5 sation in excess of such an allowance shall receive an allow-
6 ance increased by the amount of such excess.

7 With respect to any week for which an individual re-
8 ceives unemployment compensation under title XV of the
9 Social Security Act or any other Federal or State unemploy-
10 ment compensation law which is less than the average weekly
11 unemployment compensation payment (including allowances
12 for dependents) for a week of total unemployment in the
13 State making such payment during the most recent quarter for
14 which such data are available, a supplemental training
15 allowance may be paid. This supplemental training allow-
16 ance shall not exceed the difference between his unemploy-
17 ment compensation and the average weekly unemployment
18 compensation payment referred to above.

19 For individuals undergoing on-the-job training, the
20 amount of any payment which would otherwise be made by
21 the Secretary of Labor under this section shall be reduced by
22 an amount which bears the same ratio to that payment as
23 the number of compensated hours per week bears to forty
24 hours: Provided, That in no event shall the payment to such
25 an individual, when added to the amount received from the

1 employer, bring the total to more than the average weekly
2 unemployment compensation payment referred to above.

3 (b) Training allowances may be supplemented by such
4 sums as may be determined by the Secretary of Labor to
5 be necessary to defray actual and necessary transportation
6 expenses of individuals engaged in training under this Act
7 and, when such training is provided in facilities which are
8 not within commuting distance of their regular place of resi-
9 dence, to defray actual and necessary transportation and
10 subsistence expenses for separate maintenance of such indi-
11 viduals. The Secretary in defraying such subsistence ex-
12 penses shall not afford any individual an allowance exceeding
13 the rate of \$35 per week; nor shall the Secretary authorize
14 any transportation expenditure exceeding the rate of 10
15 cents per mile.

16 (c) Training allowances shall be limited to unemployed
17 persons who have had not less than three years of experience
18 in gainful employment and who are heads of families or heads
19 of households as defined in the Internal Revenue Code.

20 (d) No weekly training allowance shall be paid to any
21 person otherwise eligible who, with respect to the week for
22 which such payment would be made, has received or is
23 eligible for unemployment compensation under title XV of
24 the Social Security Act or any other Federal or State unem-
25 ployment compensation law, but if the appropriate State or

1 *Federal agency finally determines that a person denied train-*
2 *ing allowances for any week because of this subsection was*
3 *not entitled to unemployment compensation under title XV*
4 *of the Social Security Act or such Federal or State law with*
5 *respect to such week, this subsection shall not apply with*
6 *respect to such week.*

7 *(e) Any agreement under this section may contain such*
8 *provisions (including, so far as may be appropriate, pro-*
9 *visions authorized or made applicable with respect to agree-*
10 *ments concluded by the Secretary of Labor pursuant to*
11 *title XV of the Social Security Act) as will promote effec-*
12 *tive administration, protect the United States against loss,*
13 *and insure the proper application of payments made to the*
14 *State under such agreement. Except as may be provided*
15 *in such agreements, or in regulations hereinafter author-*
16 *ized, determinations by any duly designated officer or agency*
17 *as to the eligibility of individuals for weekly training allow-*
18 *ances under this section shall be final and conclusive for any*
19 *purposes and not subject to review by any court or any other*
20 *officer.*

21 *(f) If unemployment compensation payments are paid*
22 *to an individual taking training under this Act, or any other*
23 *Federal Act, the State making such payments shall be reim-*
24 *bursed from funds herein appropriated. The amount of*

1 such reimbursement shall be determined by the Secretary
2 of Labor on the basis of reports furnished to him by the
3 States and such amount shall then be placed in the State's
4 unemployment trust fund account.

5 (g) A person who, in connection with an occupational
6 training program, has received a training allowance or whose
7 unemployment compensation payments were reimbursed
8 under the provisions of this Act or any other Federal Act
9 shall not be entitled to training allowances under this Act
10 for one year after the completion or other termination of the
11 training with respect to which such allowance or payment
12 was made.

13 (h) No training allowance shall be paid to any person
14 who is receiving training for an occupation which requires
15 a training period of less than six days.

16 (i) A person who refuses, without good cause, to accept
17 training under this Act shall not, for one year thereafter, be
18 entitled to training allowances.

19 AGREEMENTS WITH STATES

20 SEC. 204. (a) The Secretary of Labor is authorized to
21 enter into agreements with States, or with the appropriate
22 State agency, pursuant to which the Secretary of Labor may,
23 for the purpose of carrying out his functions and duties under
24 this title, utilize the services of the appropriate State agency

1 *and, notwithstanding any other provision of law, may reim-*
2 *burse the State or appropriate agency and its employees*
3 *for services rendered for such purposes.*

4 *(b) Any agreement under this section may contain such*
5 *provisions as will promote effective administration, protect*
6 *the United States against loss, and insure that the functions*
7 *and duties to be carried out by the appropriate State agency*
8 *are performed in a manner satisfactory to the Secretary of*
9 *Labor.*

10 *RULES AND REGULATIONS*

11 *SEC. 205. The Secretary of Labor shall prescribe such*
12 *rules and regulations as he may deem necessary and appro-*
13 *priate to carry out the provisions of this title.*

14 *APPROPRIATIONS*

15 *SEC. 206. There is hereby authorized to be appropriated*
16 *to the Secretary of Labor a sum, not to exceed \$65,800,000*
17 *for the fiscal year ending June 30, 1963, and not to exceed*
18 *\$110,667,000 for the fiscal year ending June 30, 1964, to*
19 *carry out the provisions of this title.*

20 *TITLE III—ON-THE-JOB TRAINING*

21 *DEVELOPMENT OF ON-THE-JOB TRAINING COURSES*

22 *SEC. 301. (a) The Secretary of Labor shall encourage,*
23 *develop, and secure the adoption of programs for on-the-job*

1 training needed to equip individuals selected for training
 2 with the appropriate skills. The Secretary shall, to the maxi-
 3 mum extent possible, secure the adoption by private and
 4 public agencies, employers, trade associations, labor or-
 5 ganizations and other industrial, educational, and community
 6 groups which he determines are qualified to conduct effec-
 7 tive training programs under this title of such programs as
 8 he approves, and for this purpose he is authorized to enter
 9 into appropriate agreements with them.

10 (b) The Secretary of Labor shall cooperate with the
 11 Secretary of Health, Education, and Welfare in coordinat-
 12 ing on-the-job training programs with vocational educational
 13 programs conducted pursuant to the provisions of title IV.

14 TRAINING PROGRAM STANDARDS

15 SEC. 302. In adopting or approving any training pro-
 16 gram under this title, and as a condition to the expenditure
 17 of funds for any such program, the Secretary shall make
 18 such arrangements as he deems necessary to insure adher-
 19 ence to appropriate training standards and policies, including
 20 assurances—

21 (1) that the training content of the program is
 22 adequate, involves reasonable progression, and will result
 23 in the qualification of trainees for suitable employment;

1 (2) that the training period is reasonable and con-
2 sistent with periods customarily required for comparable
3 training;

4 (3) that adequate and safe facilities, personnel, and
5 records of attendance and progress are provided; and

6 (4) that the trainees are compensated by the em-
7 ployer at such rates, including periodic increases, as may
8 be deemed reasonable under regulations hereinafter
9 authorized, considering such factors as industry, geo-
10 graphical region, and trainee proficiency.

11 SUPERVISION OF ON-THE-JOB AND RELATED TRAINING
12 PROGRAMS

13 *SEC. 303. The Secretary of Labor shall make appro-*
14 *prate provision for supervision of the on-the-job training*
15 *programs conducted under this title to insure the quality*
16 *of the training provided and the adequacy of the various*
17 *programs.*

18 *STATE AGREEMENTS*

19 *SEC. 304. (a) The Secretary of Labor is authorized to*
20 *enter into an agreement with a State, or with the appropri-*
21 *ate agency of the State, pursuant to which the Secretary of*
22 *Labor may, for the purpose of carrying out his functions and*
23 *duties under this title, utilize the services of the appropriate*
24 *State agency and, notwithstanding any other provision of*

1 law, may reimburse such State or appropriate agency for
2 services rendered for such purposes.

3 (b) Any agreement under this section may contain such
4 provisions as will promote effective administration, protect
5 the United States against loss, and insure that the functions
6 and duties to be carried out by the appropriate State agency
7 are performed in a manner satisfactory to the Secretary of
8 Labor.

9 RULES AND REGULATIONS

10 SEC. 305. The Secretary of Labor shall prescribe such
11 rules and regulations as he may deem necessary and appro-
12 priate to carry out the provisions of this title.

13 APPROPRIATIONS

14 SEC. 306. There is hereby authorized to be appropriated
15 to the Secretary of Labor a sum, not to exceed \$2,800,000
16 for the fiscal year ending June 30, 1963, and not to exceed
17 \$4,800,000 for the fiscal year ending June 30, 1964, to
18 carry out the provisions of this title.

19 TITLE IV—VOCATIONAL TRAINING

20 PROVISION OF VOCATIONAL TRAINING

21 SEC. 401. The Secretary of Health, Education, and
22 Welfare shall, pursuant to the provisions of title II of this
23 Act, enter into agreements with States under which the
24 appropriate State vocational education agencies will under-

1 take to provide the vocational training needed to equip indi-
2 viduals, referred to the Secretary of Health, Education, and
3 Welfare by the Secretary of Labor pursuant to section
4 202, for the occupation specified in the referrals. Such
5 State agencies shall provide for such training through pub-
6 lic education agencies or institutions or, if facilities or services
7 of such agencies or institutions are not adequate for the pur-
8 pose, through arrangements with private educational or train-
9 ing institutions. Any such agreement may provide for pay-
10 ment to such State agency of up to 100 per centum of the
11 cost to the State of carrying out the agreement with respect
12 to unemployed individuals, and up to 50 per centum of the
13 cost with respect to other individuals, and shall contain such
14 other provisions as will promote effective administration (in-
15 cluding provisions for reports on the attendance and per-
16 formance of trainees, with immediate notice to the Secretary
17 of Labor in the event a trainee fails to attend or progress
18 satisfactorily, and provision for continuous supervision of
19 the training programs conducted under the agreement to
20 insure the quality and adequacy of the training provided),
21 protect the United States against loss, and assure that the
22 functions and duties to be carried out by such State agency
23 are performed in such fashion as will carry out the purposes
24 of this title: Provided, That, after eighteen months after the

1 enactment of this Act, any amount paid to a State to carry
2 out an agreement authorized by this part shall be paid on
3 condition that such State shall bear 50 per centum of such
4 cost. In the case of any State which does not enter into
5 an agreement under this section, and in the case of any
6 training which the State agency does not provide under
7 such an agreement, the Secretary of Health, Education,
8 and Welfare shall provide the needed training by agreement
9 or contract with public or private educational or training
10 institutions.

11 COOPERATION WITH SECRETARY OF LABOR

12 SEC. 402. The Secretary of Health, Education, and
13 Welfare shall cooperate with the Secretary of Labor in
14 coordinating vocational education programs with on-the-job
15 training conducted pursuant to the provisions of title III.

16 RULES AND REGULATIONS

17 SEC. 403. The Secretary of Health, Education, and
18 Welfare may prescribe such rules and regulations as he may
19 deem necessary and appropriate to carry out the provisions
20 of this title.

21 APPROPRIATIONS

22 SEC. 404. There is hereby authorized to be appropriated
23 to the Secretary of Health, Education, and Welfare a sum,
24 not to exceed \$28,500,000 for the fiscal year ending June

1 30, 1963, and not to exceed \$42,000,000 for the fiscal year
2 ending June 30, 1964, to carry out the provisions of this
3 title.

4 TITLE V—MISCELLANEOUS

5 APPORTIONMENT OF BENEFITS

6 SEC. 501. For the purpose of effecting an equitable
7 apportionment of Federal expenditures among the States
8 in carrying out the programs authorized under titles II,
9 III, and IV of this Act, the Secretary of Labor and the
10 Secretary of Health, Education, and Welfare, in accordance
11 with uniform standards and in arriving at such standards,
12 shall consider the following factors: (1) the proportion
13 which the labor force of a State bears to the total labor
14 force of the United States, (2) the proportion which the
15 unemployed in a State during the preceding calendar year
16 bears to the total number of unemployed in the United States
17 in the preceding calendar year, (3) the lack of appropriate
18 full-time employment in the State, (4) the proportion which
19 the insured unemployed within a State bears to the total
20 number of insured employed within such State.

OTHER AGENCIES AND DEPARTMENTS

1
2 *SEC. 502. (a) In the performance of his functions under*
3 *this Act, the Secretary of Labor, in order to avoid unneces-*
4 *sary expense and duplication of functions among Govern-*
5 *ment agencies, shall use the available services or facilities of*
6 *other agencies and instrumentalities of the Federal Govern-*
7 *ment, under conditions specified in subsection (d). Each*
8 *department, agency, or establishment of the United States*
9 *is authorized and directed to cooperate with the Secretary*
10 *of Labor and, to the extent permitted by law, to provide such*
11 *services and facilities as he may request for his assistance in*
12 *the performance of his functions under this Act.*

13 *(b) Funds authorized to be appropriated under this*
14 *Act may be transferred, with the approval of the Director*
15 *of the Bureau of the Budget, between departments and agen-*
16 *cies of the Government, if such funds are used for the*
17 *purposes for which they are specifically authorized and*
18 *appropriated.*

19 *(c) The Secretary of Labor and the Secretary of*
20 *Health, Education, and Welfare may make such contracts*

1 or agreements, establish such procedures, and make such
2 payments, either in advance or by way of reimbursement,
3 or otherwise allocate or expend funds made available under
4 this Act, as they deem necessary to carry out the provisions
5 of this Act.

6 (d) The Secretary of Labor and the Secretary of
7 Health, Education, and Welfare shall not use any authority
8 conferred by this Act to assist in relocating establishments
9 from one area to another. Such limitation shall not prohibit
10 assistance to a business entity in the establishment of a new
11 branch, affiliate, or subsidiary of such entity if the Secretary
12 of Labor finds that such assistance will not result in an in-
13 crease in unemployment in the area of original location or in
14 any other area where such entity conducts business opera-
15 tions, unless he has reason to believe that such branch,
16 affiliate, or subsidiary is being established with the intention
17 of closing down the operations of the existing business entity
18 in the area of its original location or in any other area where
19 it conducts such operations.

20 MAINTENANCE OF STATE EFFORT

21 SEC. 503. No training program which is financed in
22 whole or in part by the Federal Government under this Act
23 shall be approved unless the Secretary of Labor, if the pro-

1 *gram is authorized under title III, or the Secretary of*
 2 *Health, Education, and Welfare, if the program is author-*
 3 *ized under title IV, satisfies himself that neither the State*
 4 *nor the locality in which the training is carried out has*
 5 *reduced or is reducing its own level of expenditures for voca-*
 6 *tional education and training, including program operation*
 7 *under provisions of the Smith-Hughes Vocational Education*
 8 *Act and titles I, II, and III of the Vocational Education*
 9 *Act of 1946, except for reductions unrelated to the provisions*
 10 *or purposes of this Act.*

11 *SELECTION AND REFERRAL*

12 *SEC. 504. The selection of individuals for training under*
 13 *this Act and the placement of such individuals shall not be*
 14 *contingent upon such individual's membership or nonmem-*
 15 *bership in a labor organization.*

16 *SECRETARIES' REPORTS*

17 *SEC. 505. (a) Prior to March 1, 1963, and again prior*
 18 *to March 1, 1964, the Secretary of Labor shall make a report*
 19 *to Congress. Such report shall contain an evaluation of the*
 20 *programs under titles I, II, and III, including the number*
 21 *of individuals trained and the number and types of training*
 22 *activities under this Act, the number of unemployed or under-*
 23 *employed persons who have secured full-time employment*

1 as a result of such training, and the nature of such employ-
2 ment, the need for continuing such programs, and recom-
3 mendations for improvement.

4 (b) Prior to March 1, 1963, and again prior to March
5 1, 1964, the Secretary of Health, Education, and Welfare
6 shall also make a report to Congress. Such report shall
7 contain an evaluation of the programs under title IV, the
8 need for continuing such programs, and recommendations
9 for improvement. The first such report shall also contain
10 the results of the vocational training survey which is pres-
11 ently being conducted under the supervision of the Secretary.

12 TERMINATION OF AUTHORITY

13 SEC. 506. (a) All authority conferred under titles II,
14 III, and IV of this Act shall terminate at the close of
15 June 30, 1964.

16 (b) Notwithstanding the foregoing, the termination of
17 these titles shall not affect the disbursement of funds under,
18 or the carrying out of, any contract, commitment, or other
19 obligation entered into pursuant to these titles prior to the
20 date of such termination: Provided, That no disbursement of
21 funds shall be made pursuant to the authority conferred
22 under titles II, III, and IV of this Act after December 30,
23 1964.

APPROPRIATIONS

APPROPRIATIONS

SEC. 507. There is hereby authorized to be appropriated to the Secretaries of Labor, and Health, Education, and Welfare such sums as may be necessary to administer the provisions of this title, but not to exceed the sum of \$1,600,000 for the fiscal year ending June 30, 1963, and not to exceed the sum of \$2,750,000 for the fiscal year ending June 30, 1964.

Passed the Senate August 23, 1961.

Attest:

FELTON M. JOHNSTON,
Secretary.

Passed the House of Representatives with an amendment February 28, 1962.

Attest: RALPH R. ROBERTS,
Clerk.

AN ACT

Relating to manpower requirements, resources,
development, and utilization, and for other
purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 1, 1962

Ordered to be printed with the amendment of the
House of Representatives

major elements—communism and organized crime—two powerful and dangerous foes. We will underrate either of these enemies only at extreme peril to all we have and are.

Our Nation's crime problem is growing in both size and intensity. During the past decade, crime has nearly doubled across the United States. It is outpacing our population growth by more than 4 to 1.

Today, in this great land of ours, a vicious crime of violence—a murder, forcible rape or assault to kill—is committed every 3 minutes. There is a robbery every 6 minutes; a burglary every 39 seconds; and 37 cars are stolen every hour.

By far the most shocking aspect of this mounting crime problem is the role played by youth. Among youth, there are some of the most brutal, incorrigible criminals in the Nation.

Nowhere is the tragic failure of American parents more dramatically demonstrated than in police records which show that nearly one-half of the arrests for burglaries and larcenies, and almost two-thirds of the auto theft arrests each year involve persons less than 18 years old.

We are losing the battle when thousands upon thousands of our youth remain morally unfortified against the temptations of a life of crime. And we are hastening national disaster when we tolerate weaknesses in the administration of justice—weaknesses which enable repeated undeserved leniencies to be showered upon vicious young thugs, robbers, rapists, and murderers.

Teenagers who consistently defy the law must be held legally accountable for their crimes against society. They, like their adult counterparts, must learn that there is no privileged class in America.

The America we live in today must awaken to the danger. A tidal wave of lawless tyranny is now surging forth from the criminal and subversive underworlds. It breaks with abrasive effect against the foundations of our Republic. Our national conscience, our heritage of freedom, the entire cause of decency, are being severely tested by these deadly enemies.

Crime has a partner in forming the common denominator of a breakdown in moral behavior; it is the influence of godless communism. The forces of communism pervert our Bill of Rights. They hide behind a protective cloak of constitutional privilege while acting to destroy our freedoms.

In the eyes of their Soviet comrades, the Communists in this country have a vital role in the march toward world enslavement. They are, by Nikita Khrushchev's own description, a "valuable" arm of the international conspiracy against God and freedom.

This deadly international conspiracy now rules more than a fourth of the earth's surface and a third of her peoples. Its tentacles reach to the very shores of America where, less than 100 miles from our coastline, the Communist dagger, clenched in the tight fist of a bearded international bandit, strikes at the heart of a desperate people and endangers the peace of this hemisphere.

In Europe, in Asia, and in our own Western Hemisphere, a steady stream of freedom-loving peoples continues to flee the Communist world of enslavement. Nowhere are we more conscious of voices clamoring to be heard than in Cuba, Hungary, East Germany, and other Communist-controlled countries where the embers of freedom continue to burn in the hearts of men, women, and children.

At this vital juncture in history, we as Americans face a critical challenge. Khrushchev, Castro, and other leaders of the Communist world have staked their futures on the belief that an army of slaves dragging their chains can overtake free Americans, some of whom they see dragging their feet. It is not enough to be against com-

munist. We must shed our complacency and aggressively meet this challenge.

Do our citizens fully appreciate what they are fighting for? This is the key question. This is the theme which you here at Freedoms Foundation have been so valiantly stressing. We are fighting—not to conquer, not to destroy, but to preserve and strengthen the integrity of free government, the dignity of man, the worth of the individual personality. We are fighting for the supremacy of law, for the rights of free speech, free assembly, free press, the right to worship God.

The basic answer to communism is moral. The fight is economic, political, social, psychological, diplomatic, strategic; but, above all, it is spiritual. It is a battle of ideas, of diametrically opposite concepts of man.

When our forefathers came to these shores, they came to develop a new political principle foreign to the lands whence they came. Here, men were to be superior to governments. That is why there can be no compromise with the Communists. They are at war with the entire cause of freedom, and the sooner every American faces this fact, the stronger our position will be.

America has no place for those timid souls who urge "appeasement at any price" nor those who chant the "Better Red than Dead" slogan. We need men with a capacity for moral indignation, men of faith, men of conviction, men with the God-given strength and determination to uphold the cause of democracy.

Our freedoms were not won by defeatists—fair-weather patriots who crawl into hiding at the first sign of danger. Nor does our strength stem from the pseudo liberals of the extreme left nor the pseudo patriots of the extreme right.

The cause of freedom is not advanced by persons or organizations which make it a fetish to grant our enemies privileges that law-abiding citizens themselves do not enjoy or seek. Nor is the American tradition fostered by those self-professed experts who promote hysteria by distorting the truth and misrepresenting the facts concerning the internal enemies of the United States. We should not minimize the threat and challenge of communism for one moment. But we must guard against the hysterical and irrational approach.

Our strength lies in our firm belief in freedom and a determination to maintain our freedom with sound, informed understanding of America ideals and principles. There still is virtue in the old-fashioned American belief in fighting for ideals, as well as against evils.

In the tradition of the early patriots, we must make our American heritage a living, dynamic, meaningful force. The men of Valley Forge knew why they were fighting. They had faith in an ideal—a faith which warmed their bodies against the bitter cold, which numbed the pain of frostbitten hands and feet, which quelled the gnawing hunger, which buoyed the spirits of an army far outnumbered.

George Washington and his valiant troops fought not for themselves alone, but for generations yet unborn. This too is our task. From our shoulders, the mantle of freedom—worn proudly for all the world to behold—must pass unstained to our children and to our children's children. No generation ever faced a more vital responsibility.

A half century ago, one of our great Presidents, Theodore Roosevelt, warned, "If we stand idly by, if we seek merely swollen, sloughful ease, and ignoble peace, if we shrink from the hard contests which men must win at hazard of their lives and at the risk of all that they hold dear, then the bolder and stronger peoples will pass us by and will win for themselves the domination of the world."

Our Nation was founded by overcoming adversity. From the time of the early patriots—the pioneers, the Civil War, World War I, the great depression, World War II—always there has been a challenge for us to meet and conquer. Greatness won through the challenge of adversity can, however, be lost through inaction and lethargy.

Our challenge lies directly before us. The course is indelibly clear. Ours is a just cause. If we have faith in humanity, if we seek God's divine guidance, if we summon the courage of our forefathers, our heritage of freedom will be preserved.

History teaches us that we must carefully tend the fires of freedom here at home—for the light of freemen will penetrate the darkness of tyranny wherever it exists in the world, bringing hope and trust in our noble cause.

We must dedicate ourselves to the principle that freedom under God is man's destiny. We must not only live our lives according to this principle but also defend it unto death with the courage of freemen.

Let us live our lives so that we may proclaim to the whole world:

"Individual freedom is our creed—national freedom is our heritage—world freedom is our goal."

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

The ACTING PRESIDENT pro tempore laid before the Senate the amendment of the House of Representatives to the bill from the Senate (S. 991) entitled "An act relating to manpower requirements, resources, development, and utilization, and for other purposes," which was to strike out all after the enacting clause and insert:

That this Act may be cited as the "Manpower Development and Training Act of 1962".

TITLE I—OCCUPATIONAL TRAINING AND MANPOWER UTILIZATION

Statement of findings and purpose

SEC. 102. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be assisted in providing themselves with skills which are or will be in demand

in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the cost of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

Automation and occupational training

SEC. 103. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods of detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto; and to such ends conduct or cause to be conducted within the Department of Labor and other agencies of Government, a comprehensive and continuing program of research as may be necessary;

(2) promote, encourage, or directly engage in programs of information and communication concerning automation, technological developments, and prevention and amelioration of undesirable manpower effects from such developments;

(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of, and providing useful work experience and training opportunities for, untrained and inexperienced youth;

(4) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

Improving labor mobility

SEC. 104. In order to encourage the mobility of labor, to determine existing impediments to such mobility, and to determine the feasibility and desirability of methods to improve the mobility of labor, the Secretary of Labor is directed to—

(1) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; the operation of seniority systems; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 105.

(2) promote by discussions, publications, and other appropriate means, the development and adoption of equitable practices which improve the mobility of workers.

Manpower report

SEC. 105. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall

transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

Information and research

SEC. 106. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

Appropriations for administration

SEC. 107. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$1,770,000 for the fiscal year ending June 30, 1963, and not to exceed \$1,670,000 for the fiscal year ending June 30, 1964, to administer the provisions of this title.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

Responsibility for programs

SEC. 201. (a) In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, and develop and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure appropriate full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are and will be required.

(b) The Secretary of Labor shall carry out his responsibilities under this title through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

Selection of trainees

SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under titles III and IV those unemployed or underemployed individuals who cannot be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall also provide a special program for the testing and counseling of youths, sixteen years of age or older, and for the selection of those youths for whom occupational training under this Act is indicated.

(b) Although priority in referral for training shall be extended to unemployed individuals, the Secretary of Labor shall, to the maximum extent possible, also refer other individuals qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to individuals to be trained for skills needed within the area of their residence. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

(c) Before selecting an individual for training, the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the individual is to be trained. If such employment is not available in the area in which the individual resides, the Secretary shall obtain reasonable assurance of such individual's willingness to accept employment outside his area of residence.

(d) The Secretary shall not refer individuals for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation.

(e) The duration of any training program to which an individual is referred shall be reasonable and consistent with the occupation for which the individual is being trained.

(f) Upon certification by the responsible training agency that an individual who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training, absent good cause, the Secretary shall forthwith terminate his training and subsistence and transportation allowances, and withdraw his referral. Such individual shall not be eligible for such allowances for one year thereafter.

(g) The Secretary of Labor shall provide placement services to individuals who have completed their training under this Act, as well as counseling services to such individuals for an appropriate period after they have been placed.

Training allowances

SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States (which, for the purposes of this Act, shall include the District of Columbia, Puerto Rico, and the Virgin Islands) under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed individuals selected for training pursuant to the provisions of section 202 of this title and undergoing such training in a program operated pursuant to the provisions of this Act. Each such agreement shall provide that eighteen months after the enactment of this Act any payments made thereafter under this section must be matched by State funds in an amount equal to the Federal payment. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for individuals undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided however*, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such an allowance shall receive an allowance increased by the amount of such excess.

With respect to any week for which an individual receives unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid. This supplemental training allowance shall not exceed the difference between his unemployment compensation and the average weekly unemployment compensation payment referred to above.

For individuals undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours: *Provided*, That in no event shall the payment to such an individual, when added to, the

amount received from the employer, bring the total to more than the average weekly unemployment compensation payment referred to above.

(b) Training allowances may be supplemented by such sums as may be determined by the Secretary of Labor to be necessary to defray actual and necessary transportation expenses of individuals engaged in training under this Act and, when such training is provided in facilities which are not within commuting distance of their regular place of residence, to defray actual and necessary transportation and subsistence expenses for separate maintenance of such individuals. The Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding the rate of \$35 per week; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

(c) Training allowances shall be limited to unemployed persons who have had not less than three years of experience in gainful employment and who are heads of families or heads of households as defined in the Internal Revenue Code.

(d) No weekly training allowance shall be paid to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is eligible for unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

(e) Any agreement under this section may contain such provisions (including, so far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss, and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of individuals for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

(f) If unemployment compensation payments are paid to an individual taking training under this Act, or any other Federal Act, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

(g) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination of the training with respect to which such allowance or payment was made.

(h) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

(i) A person who refuses, without good cause, to accept training under this Act

shall not, for one year thereafter, be entitled to training allowances.

Agreements with States

SEC. 204. (a) The Secretary of Labor is authorized to enter into agreements with States, or with the appropriate State agency, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse the State or appropriate agency and its employees for services rendered for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss, and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary of Labor.

Rules and regulations

SEC. 205. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

Appropriations

SEC. 206. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$65,800,000 for the fiscal year ending June 30, 1963, and not to exceed \$110,667,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

TITLE III—ON-THE-JOB TRAINING

Development of on-the-job training courses

SEC. 301. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip individuals selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by private and public agencies, employers, trade associations, labor organizations and other industrial, educational, and community groups which he determines are qualified to conduct effective training programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

(b) The Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs conducted pursuant to the provisions of title IV.

Training program standards

SEC. 302. In adopting or approving any training program under this title, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards and policies, including assurances—

(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

(3) that adequate and safe facilities, personnel, and records of attendance and progress are provided; and

(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

Supervision of on-the-job and related training programs

SEC. 303. The Secretary of Labor shall make appropriate provision for supervision of the

on-the-job training programs conducted under this title to insure the quality of the training provided and the adequacy of the various programs.

State agreements

SEC. 304. (a) The Secretary of Labor is authorized to enter into an agreement with a State, or with the appropriate agency of the State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may reimburse such State or appropriate agency for services rendered for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss, and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary of Labor.

Rules and regulations

SEC. 305. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

Appropriations

SEC. 306. There is hereby authorized to be appropriated to the Secretary of Labor a sum, not to exceed \$2,800,000 for the fiscal year ending June 30, 1963, and not to exceed \$4,800,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

TITLE IV—VOCATIONAL TRAINING

Provision of vocational training

SEC. 401. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of title II of this Act, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide the vocational training needed to equip individuals, referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupation specified in the referrals. Such State agencies shall provide for such training through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. Any such agreement may provide for payment to such State agency of up to 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed individuals, and up to 50 per centum of the cost with respect to other individuals, and shall contain such other provisions as will promote effective administration (including provisions for reports on the attendance and performance of trainees, with immediate notice to the Secretary of Labor in the event a trainee fails to attend or progress satisfactorily, and provision for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title: *Provided*, That, after eighteen months after the enactment of this Act, any amount paid to a State to carry out an agreement authorized by this part shall be paid on condition that such State shall bear 50 per centum of such cost. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare shall provide the needed training by agreement or contract

with public or private educational or training institutions.

Cooperation with Secretary of Labor

SEC. 402. The Secretary of Health, Education, and Welfare shall cooperate with the Secretary of Labor in coordinating vocational education programs with on-the-job training conducted pursuant to the provisions of title III.

Rules and regulations

SEC. 403. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this title.

Appropriations

SEC. 404. There is hereby authorized to be appropriated to the Secretary of Health, Education, and Welfare a sum not to exceed \$28,500,000 for the fiscal year ending June 30, 1963, and not to exceed \$42,000,000 for the fiscal year ending June 30, 1964, to carry out the provisions of this title.

TITLE V—MISCELLANEOUS

Apportionment of benefits

SEC. 501. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under titles II, III, and IV of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in accordance with uniform standards and in arriving at such standards, shall consider the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State.

Other agencies and departments

SEC. 502. (a) In the performance of his functions under this Act, the Secretary of Labor, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in subsection (d). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and, to the extent permitted by law, to provide such services and facilities as he may request for his assistance in the performance of his functions under this Act.

(b) Funds authorized to be appropriated under this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

(c) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available, under this Act, as they deem necessary to carry out the provisions of this Act.

(d) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that such assistance will not result in an increase in unemployment in the area of original location or in any other area where such

entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

Maintenance of State effort

SEC. 503. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under title III, or the Secretary of Health, Education, and Welfare, if the program is authorized under title IV, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

Selection and referral

SEC. 504. The selection of individuals for training under this Act and the placement of such individuals shall not be contingent upon such individual's membership or non-membership in a labor organization.

Secretaries' reports

SEC. 505. (a) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under titles I, II, and III, including the number of individuals trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.

(b) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under title IV, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

Termination of authority

SEC. 506. (a) All authority conferred under titles II, III, and IV of this Act shall terminate at the close of June 30, 1964.

(b) Notwithstanding the foregoing, the termination of these titles shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment, or other obligation entered into pursuant to these titles prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under titles II, III, and IV of this Act after December 30, 1964.

Appropriations

SEC. 507. There is hereby authorized to be appropriated to the Secretaries of Labor and Health, Education, and Welfare such sums as may be necessary to administer the provisions of this title, but not to exceed the sum of \$1,600,000 for the fiscal year ending June 30, 1963, and not to exceed the sum of \$2,750,000 for the fiscal year ending June 30, 1964.

Mr. GORE. Mr. President, I move that the Senate disagree to the amendment of the House to the bill, S. 1991, agree to the conference asked by the House on the disagreeing votes of the

two Houses thereon, and that the conferees on the part of the Senate be appointed by the Chair.

The motion was agreed to and the Acting President pro tempore appointed Mr. CLARK, Mr. RANDOLPH, Mr. McNAMARA, Mr. PELL, Mr. PROUTY, and Mr. MURPHY conferees on the part of the Senate.

Mr. GORE. Mr. President, I ask unanimous consent that S. 1991 be printed showing the House amendments thereto.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

FURTHER TEMPORARY INCREASE IN PUBLIC DEBT LIMIT

Mr. GORE. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of H.R. 10050, the so-called debt limit bill.

The ACTING PRESIDENT pro tempore. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 10050) to provide for a further temporary increase in the public debt limit set forth in the Second Liberty Bond Act.

The ACTING PRESIDENT pro tempore. Is there objection to the request of the Senator from Tennessee?

There being no objection, the Senate proceeded to consider the bill.

Mr. BYRD of Virginia. Mr. President, it is with a great deal of reluctance and, I will say, a good deal of sadness that, as chairman of the Senate Committee on Finance, I am compelled to ask for an increase in the Federal debt limit from \$298 to \$300 billion.

I do so, Mr. President, because the President of the United States, in person, has advised me that unless the debt limit is increased by March 1, our Government cannot pay its current bills.

I do not recall in my long service on the Senate Committee on Finance that there has ever before arisen an emergency condition such as is presented to the Senate today. We of course must recognize that the failure of this Government to pay its bills would create chaos at home and abroad in the free world, and we cannot permit such a situation to occur.

I wish to say, Mr. President, that before July 1, the administration is going to ask that the debt limit be raised again by \$8 billion. As chairman of the Finance Committee—and I hope I shall be joined by other Senators—I shall oppose to the utmost of my capacity raising the debt limit an additional \$8 billion, to \$308 billion for next fiscal year when the administration says there will be a balanced budget.

Under circumstances which have been allowed to develop, we are virtually forced to go more deeply into debt to pay running expenses continually coming due in excess of revenue income.

Federal financial crises such as this are recurring with increasing frequency. Enactment of the pending bill will raise the limit on the Federal debt \$7 billion in 8 months.

A year ago the debt limit was \$298 billion. The present \$298 billion limit

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued March 8, 1962
For actions of March 7, 1962
87th-2d, No. 33

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HIGHLIGHTS: House committee voted not to report bill to continue current support prices for milk and butterfat. Several Representatives criticized the committee's action. House received President's message on trade agreements with Western Europe.

HOUSE

1. DAIRY PRICE SUPPORTS. The Agriculture Committee voted not to report H. J. Res. 613, to continue for nine months additional the current support prices for milk and butterfat. p. D149
Several Representatives criticized the action of the Committee and expressed hope that the Senate Agriculture and Forestry Committee would take action to report a similar measure. pp. 3261-2
2. HONEYBEES. The Agriculture Committee voted to report (but did not actually report) H. R. 8050, to prohibit the importation of all honeybees of the genus *Apis* in the adult stage except for research purposes by this Department or as the Secretary shall determine. p. D149
3. MANPOWER TRAINING. The "Daily Digest" states that conferees agreed to file a conference report on S. 1991, the proposed Manpower Development and Training Act. p. D150
4. FOREIGN TRADE. Received from the President a message transmitting copies of trade agreements with the European Economic Community, the United Kingdom, Norway, and Sweden signed on March 5 and March 7, 1962 (H. Doc. 358), and his report supplementing his previous report on reductions made at the 1960-62

Tariff Conference in excess of peril-point findings (H. Doc. 357). pp. 3246-8

5. HOUSE MEMBERSHIP. The Rules Committee reported a resolution for consideration of H. R. 10264, to increase by three the permanent membership of the House. p. 3272
6. ADVISORY COMMITTEES. Rep. Fascell commended the President's Executive order prescribing regulations for the formation and use of advisory committees in the Federal Government. pp. 3270-1
7. PERSONNEL. Received from the Civil Service Commission estimates of the cost of the President's proposed Federal salary reform bill. p. 3272
8. ECONOMIC REPORT. Received the report of the Joint Economic Committee on the President's economic report (H. Rept. 1410). p. 3272
9. TEXTILES. Rep. Seely-Brown commended the agreement reached at Geneva limiting the importation of cotton textiles and apparel into the U. S. at the level of such imports last year. p. 3245

ITEMS IN APPENDIX

10. CONSERVATION. Extension of remarks of Rep. Montoya inserting the television transcript of the Feb. 28 "Today" program on conservation on which Sen. Anderson appeared. pp. A1711-3
11. WATER POLLUTION. Extension of remarks of Rep. Westland inserting a resolution from the Port Angeles, Wash., city council "Protesting the actions of the State and Federal Governments in handling the problem of pollution control." p. A1713
Extension of remarks of Rep. Westland inserting a letter, "A Thought for the Governor," protesting recent actions in regard to water pollution control in Washington State and the effect of such actions on the pulp and paper industry. p. A1719
12. SALINE WATER. Extension of remarks of Rep. Westland inserting an article on saline water conversion in Buckeye, Ariz., saying, "This is the first saline water conversion system in America designed to treat an entire municipal water supply." pp. A1716-7
13. COTTON. Extension of remarks of Rep. Ryan, N. Y., inserting an article discussing the "Proposed cotton equalization fee," "Thumbs Down on Levy." pp. A1721-2
14. TURKEYS. Extension of remarks of Rep. Cunningham inserting a statement by a Nebraska feed manufacturer opposing the proposed marketing agreements and proposed orders relative to turkeys and turkey hatching eggs. pp. A1739-40

BILLS INTRODUCED

15. CONTRACTS. H. R. 10576, by Rep. Fino, and H. R. 10584, by Rep. Tollefson, to amend the Davis-Bacon Act, as amended; the Federal Airport Act, as amended; to Education and Labor Committee.

March 8, 1962

12. MANPOWER TRAINING. Received and agreed to the conference report on S. 1991, the proposed Manpower Development and Training Act. See Digest 29 for items of interest. pp. 3349-55
13. LANDS. Passed without amendment H. R. 3879, to authorize the Secretary of Agriculture to convey to Wyoming for agricultural purposes the SCS Farson Pilot in Sweetwater County, Wyo. This bill will now be sent to the President. p. 3332
14. RECLAMATION. Passed without amendment S. 1023, to provide for construction of additional features of the Talent division of the Rogue River Basin reclamation project, Ore. p. 3332
15. FOREIGN TRADE. Received from the President a message transmitting copies of trade agreements with the European Economic Community, the United Kingdom, Norway, and Sweden signed March 5 and 7, 1962 (H. Doc. 358), and his report supplementing his previous report on reductions made at the 1960-62 Tariff Conference in excess of peril-point findings (H. Doc. 357). pp. 3275-7, 3299-3300, 3311
Received from the Tariff Commission a report on operation of the trade agreements program. p. 3279
16. FARM LABOR. Sen. Williams, N. J., discussed the migratory farm labor situation and inserted an article on the matter, "Badge of Infamy." pp. 3300-2
Sen. Douglas discussed the migratory farm labor situation and inserted an article by Sen. Williams, N. J., on the matter. pp. 3320-2
17. FORESTRY. Sen. Neuberger expressed concern over "whether the Department of Agriculture ... has given enough attention to the management of the vast 180 million-acre national forest system," and inserted a copy of a letter to Secretary Freeman signed by several western Senators "setting forth in detail our views on possible improvements in national forest timber policies." pp. 3308-10
18. LIVESTOCK. Sen. Allott inserted a resolution of the Ark. Valley Stock Feeders Assoc. recommending that all chainstores and meatpackers confine their operations to processing and merchandising and discontinue animal production, and a series of resolutions of the Pikes Peak Cattlemen's Assoc. opposing marketing agreements and price supports for livestock, favoring import restrictions on foreign meats and livestock, and supporting the soil conservation program. p. 3325
19. ECONOMIC REPORT. Sen. Proxmire inserted his comments disagreeing with some of the conclusions of the majority in the report of the Joint Economic Committee on the President's economic report. pp. 3367-70
20. SOVIET AGRICULTURE. Sen. Humphrey discussed and inserted several articles on Russian farm problems. pp. 3202-4
21. ADJOURNED until Mon., Mar. 12. p. 3404

ITEMS IN APPENDIX

22. RECREATION; CONSERVATION. Extension of remarks of Senators Carroll, Jackson, Williams, and Metcalf, commending the Administration's interest in recreational and natural resource preservation projects and insertion of various articles on this subject. pp. A1750-1, A1759-60, A1782-3, A1799-800

23. 4-H CLUBS. Extension of remarks of Sen. Carroll and insertion of a newspaper article honoring one of his constituents who received the 1962 4-H Club alumni recognition award. p. A1756
Sen. Williams inserted a newspaper article reporting on the activities of the New Jersey 4-H Clubs. pp. A1795-6
24. CONSERVATION. Sen. Wiley inserted a newspaper article, "Youth Groups Active in Conservation." p. A1755
25. FOREIGN TRADE. Extension of remarks of Rep. Mason and insertion of an article critical of certain provisions of the Administration's foreign trade bill. pp. A1756-7
Extension of remarks of Sen. Williams and insertion of an article, "Japan Trade Benefits United States, State Department Official Says," which includes a statement of the Deputy Assistant Secretary of State for Economic Affairs. p. A1776
26. AREA REDEVELOPMENT. Extension of remarks of Sen. Douglas inserting a letter from the Ill. Governor expressing gratitude for loans made to aid southern Ill. p. A1763
27. FISH FLOUR. Extension of remarks of Sen. Douglas stating that "a public hearing will be held in an attempt to obtain Food and Drug Administration approval of fish flour." p. A1764
28. MANPOWER TRAINING. Extension of remarks of Sen. Williams, N. J., stating that he believes it imperative that the conference committee come out with a good "compromise" bill and inserting an editorial pointing up the necessity for a good bill. p. A1774
Extension of remarks of Sen. Randolph stating that the Senate's acceptance of the conference report on the manpower training bill is highly gratifying and inserting an article, "Head Start Helps In Unemployment Fight." pp. A1796-7
29. FARM PROGRAM. Extension of remarks of Sen. Young inserting an article, "Farmer Footing the Bill for Rising Market Costs." p. A1757
Extension of remarks of Rep. Findley inserting an article, "'Fast Pencil' Freeman," criticizing the Administration's farm policies. p. A1761
Extension of remarks of Rep. Findley inserting a Wall Street Journal article discussing the agricultural situation in Soviet Russia and stating that it is a "vivid example of the shortcomings of a regimented agriculture." pp. A1766-7
Extension of remarks of Rep. Harvey inserting an article, "Proposed Farm Plan Based On Rigged Vote Setup." p. A1816
30. FUTURE FARMERS OF AMERICA. Extension of remarks of Rep. Fogarty saluting the FFA, saying, "I have very personal interest in the welfare of the FFA and take great pride in its achievements." pp. A1810-1
31. AIR POLLUTION. Extension of remarks of Sen. Neuberger inserting an article, "Our Unclean Air." pp. A1811-2
32. CORN. Extension of remarks of Rep. Schwengel inserting an article, "The Corn Tassel: Symbol of Abundance in a Hungry World." p. A1820
33. PEACE CORPS. Extension of remarks of Rep. Boggs inserting an article, "The Peace Corps Essential Effort." p. A1821

Soviet Union in Paris was an influencing factor in the proposed change. It is rather difficult to find too much militancy in this statement. In any event, there can be no doubt that the fundamental or basic policy which caused the change was the policy of evolution, which had its genesis in NSC-5501.

Is this policy still in effect? Again, the speech deletions and alterations are the key.

The either-or concept was contained in a speech submitted for review in April 1961 and again in May 1961. In the latter reference it was stated in these words:

In fact, the big question of our day is just simply this: Will the future world, that is, the emerging world order, be in our image, the image of the Western World, or will it be in the image of world communism?

In both instances, the either-or concept was deleted. We know from this that at least as late as May 1961, the evolutionary policy which was inaugurated under NSC-5501 was still applicable.

The American people cannot exercise their right to participate in the formulation of policy if they do not know that there is any alternative to awaiting the evolution of the Soviet society. They can form no judgment at all if they are kept in the darkness as to the existence of the evolutionary policy.

The deletions and changes in the speeches of military personnel do reflect policy—specific policy. The American people have the right to know what policy caused each deletion and change. With this information, they can decide for themselves whether we have no-win policies, and whether they should be changed. One way or the other, they will know the policies.

Mr. President, I ask unanimous consent to have printed in the RECORD at the conclusion of these remarks my weekly newsletters dated March 5 and March 12, 1962, which supplement the remarks I have made here today.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

WHAT "NO WIN" MEANS

We have a no-win foreign policy.

The phrase may be new, but the policy is not. When the Communists took over in China, we had a no-win policy; only then, it was called a policy of letting the dust settle. At various times since, it has been given many names: containment, accommodation, and somewhere I even heard it called the policy of the ostrich.

All of these titles are more or less descriptive, but "no win" is the most descriptive. China, Korea, Hungary, Tibet, the Congo, Laos, Vietnam, Cuba, the Berlin wall—they all spell no win.

We have a no-win policy; this does not mean that it is our policy to lose. It means that we dare not try to win, for fear we may lose.

Two basic ingredients of such a policy are fear and naivete.

Fear tends to obscure the perspective. Nothing could obscure the horribly destructive power of a nuclear war; for the facts of such destructive potential are too awesome to be exaggerated even by the most advanced form of fear—panic, itself. Fear, however, can and does cause an exaggeration of the likelihood that a nuclear war will occur.

Our policymakers—who admittedly bear an awesome responsibility—allowed the gruesome potentialities of the weapons, themselves, to magnify out of proportion the danger that such weapons will be resorted to by the Communists.

No sane man wants a nuclear war. The Communists want to dominate the world, but a world filled with people to perform slave labor, not a world of nuclear-burned ashes. They will threaten nuclear war, and often do, in the hope that we are paralyzed with fear while they expand their empire by the nonnuclear means of subversion, infiltration, espionage, propaganda and any other foul means short of nuclear war itself.

Naivete is nothing more than wishful thinking and ignoring facts. No one wants to admit, even to himself, that his plans are based on fear and are without hope of success. Our policymakers have, therefore, pieced together a rationalization that we will not lose even with a "no win" or "do-nothing" policy.

This rationalization is arrived at by the theory of "evolution." Simply stated, it is the belief that, given time, the Communists will evolve, or gradually change into a more civilized and nonaggressive society with whom we can peacefully coexist. We don't necessarily have to lose, because "the leopard may change his spots."

We have been sitting on our hands waiting for the Communists to evolve since shortly after World War II. In that time, they have become a nuclear power, and exploded a 58-megaton bomb; they have leapfrogged our missile program and developed rocket engines with greater thrust and missiles with advanced guidance systems; they have brought under their domination about 15 countries and 900 million people. Their industrial capacity has evolved, but not their morals; their weapons have evolved, but their intentions and efforts are still to dominate and enslave the people of the world.

There is obviously no shortcut to victory for freemen. While we must carefully reckon with the possibilities of a nuclear war, we must also stop ignoring the probabilities of piecemeal slaughter and enslavement of the remaining free world, if we continue to passively await the evolution of Communists into civilized neighbors who operate by some moral code. There is some small possibility the Communists will evolve; but there is great probability that unless we abandon the no-win policy, only the Communists and their slaves will witness it.

We must have a win policy. The first step is to set a goal of victory over communism in the cold war. Concrete long-range and short-range objectives should be established for every arena of the cold war. Strategy and tactics should be employed which will utilize our every resource for the accomplishment of those goals.

Sincerely,

STROM THURMOND.

FIRST STEP OF A WIN POLICY

Any effective policy for dealing with communism must be based on an estimate of the nature of the Communist movement. The very first step toward a "win" policy, therefore, is to reorient our estimate of the Communist movement toward realism.

The Communist movement is international. This means that the cold war—or, in Communist language, the class struggle—is not a conflict between nations, nor a conflict between two groups of nations. It is, rather, a fight by all Communists, whatever their pre-Communist nationality or ethnic origin, to dominate all other people.

In practice, this means we cannot judge the affinity of any government for communism solely by its apparent relations with the government of Soviet Russia or Red China. The true test is the government's

measure of cooperation with the international Communist movement.

Tito's government in Yugoslavia exhibits an apparent coolness and formality to Soviet Russia. Nevertheless, Tito wholeheartedly supports the international Communist movement. Evidence: Tito's treaties with and financial credits to Castro to help export Castro's Communist "revolution" to Latin America; Tito's own foreign "aid" program, designed to advance communism; Tito's support of Uibricht's "concrete wall" policy of captivity for East Germans; Tito's silence at Soviet nuclear testing, which was done in the interest of international communism, not Russia.

The realistic test also explains Tito's U.N. voting record, naively used by some as evidence of Tito's independence. Tito can vote differently from Soviet Russia on issues involving only national interests, but where international communism is involved, he is glued to the line.

One result of a realistic estimate—no more U.S. aid to Tito.

Aid to Poland would also cease. The non-Communist people of Poland are friendly to Americans, as American travelers can testify. For that matter, so are non-Communist Russians. But their governments are Communist, and under a realistic test could not be classified as friendly to us as the Polish Government is now so classified. Our surplus food aid to Poland's Communist government nullifies the strain on that government and on international communism deliberately created in many cases by non-Communist Poles at great personal sacrifice.

A realistic estimate would also reveal the futility of most negotiations with Communist governments. Treaties with Communist governments do not bind the international Communist movement, which is a separate entity altogether.

Only power—and it can be economic, military, or political power—can alter the course or turn the tide of the ruthless supernatural movement of world communism.

The first step to a win policy is a realistic estimate of the nature of the enemy.

sincerely,

STROM THURMOND.

UTILIZATION OF MANPOWER—CONFERENCE REPORT

Mr. CLARK. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1991) relating to manpower requirements, resources, development, and utilization, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report, as follows:

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1991) relating to manpower requirements, resources, development, and utilization, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment, insert the following: "That this Act may be cited as the 'Manpower Development and Training Act of 1962'."

"TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION

"Statement of findings and purpose

"SEC. 101. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

"Evaluation, information, and research

"SEC. 102. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

"(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods for detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto;

"(2) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; and the use of extended leave plans for education and training purposes. A report

on these studies shall be included as a part of the Secretary's report required under section 104.

"(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of and providing useful work experience and training opportunities for untrained and inexperienced youth;

"(4) promote, encourage, or directly engage in programs of information and communication concerning manpower requirements, development, and utilization, including prevention and amelioration of undesirable manpower effects from automation and other technological developments and improvement of the mobility of workers; and

"(5) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

"Skill and training requirements

"SEC. 103. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

"Manpower report

"SEC. 104. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

"TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

"Part A—Duties of the Secretary of Labor

"General Responsibility

"SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training programs, including on-the-job training, design to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required.

"Selection of Trainees

"SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under this Act those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall provide a special program for the testing, counseling, and selection of youths, sixteen years of age or older, for occupational training and further schooling. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

"(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall, to the maximum extent possible, also refer other persons qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to persons to be trained for skills needed within, first, the labor market

area in which they reside and, second, within the State of their residence.

"(c) The Secretary of Labor shall determine the occupational training needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide counseling and placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred.

"(d) Before selecting a person for training, the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the person is to be trained. If such employment is not available in the area in which the person resides, the Secretary shall obtain reasonable assurance of such person's willingness to accept employment outside his area of residence.

"(e) The Secretary shall not refer persons for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation.

"(f) The duration of any training program to which a person is referred shall be reasonable and consistent with the occupation for which the person is being trained.

"(g) Upon certification by the responsible training agency that a person who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, the Secretary shall forthwith terminate his training and subsistence allowances, and his transportation allowances except such as may be necessary to enable him to return to his regular place of residence after termination of training, and withdraw his referral. Such person shall not be eligible for such allowances for one year thereafter.

"Training Allowances

"SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed persons selected for training pursuant to the provisions of section 202 and undergoing such training in a program operated pursuant to the provisions of this Act. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided however*, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance shall receive an allowance increased by the amount of such excess. With respect to Guam and the Virgin Islands the Secretary shall by regulation determine the amount of the training allowance to be paid any eligible person taking training under this Act.

"With respect to any week for which a person receives unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid to a person eligible for a training allowance under this Act. This

supplemental training allowance shall not exceed the difference between his unemployment compensation and the average weekly unemployment compensation payment referred to above.

"For persons undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours.

"(b) The Secretary of Labor is authorized to pay to any person engaged in training under this title, including compensated full-time on-the-job training, such sums as he may determine to be necessary to defray transportation and subsistence expenses for separate maintenance of such persons when such training is provided in facilities which are not within commuting distance of their regular place of residence: *Provided*, That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding \$35 per week, at the rate of \$5 per day; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

"(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than three years of experience in gainful employment and are either heads of families, or heads of households as defined in the Internal Revenue Code of 1954, except that he may pay training allowances at a rate not exceeding \$20 a week to youths over nineteen but under twenty-two years of age where such allowances are necessary to provide them occupational training, but not more than 5 per centum of the estimated total training allowances paid annually under this section may be paid to such youths.

"(d) After June 30, 1964, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 50 per centum of the amount of such payments.

"(e) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation until title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

"(f) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

"(g) Any agreement under this section may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of persons for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

"(h) If State unemployment compensation payments are paid to a person taking training under this Act and eligible for a

training allowance, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

"(i) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination (for other than good cause) of the training with respect to which such allowance or payment was made.

"(j) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

"On-the-Job Training

"SEC. 204. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip persons selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by the States and by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective training programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

"(b) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

"(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

"(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

"(3) that adequate and safe facilities, and adequate personnel and records of attendance and progress are provided; and

"(4) that the trainees are compensated by the employer at such rates, including periodic increases; as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

"(c) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

"National Advisory Committee

"SEC. 205. (a) The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

"(b) The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may

provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.

"(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.

"(d) Appointed members of the Committee shall be paid compensation at the rate of \$50 per diem when engaged in the work of the Committee, including travel time, and shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 73b-2) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

"(e) (1) Any member of the Committee is hereby exempted, with respect to such appointment, from the operation of sections 281, 283, and 1914 of title 18 of the United States Code, and section 190 of the Revised Statutes (5 U.S.C. 99), except as otherwise specified in paragraph (2) of this subsection.

"(2) The exemption granted by paragraph (1) of this subsection shall not extend—

"(A) to the receipt or payment of salary in connection with the appointee's Government service from any source other than the private employer of the appointee at the time of his appointment, or

"(B) during the period of such appointment, to the prosecution or participation in the prosecution, by any person so appointed, of any claim against the Government involving any matter with which such person, during such period, is or was directly connected by reason of such appointment.

"State Agreements

"SEC. 206. (a) The Secretary of Labor is authorized to enter into an agreement with each State, or with the appropriate agency of each State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may make payments to such State or appropriate agency for expenses incurred for such purposes.

"(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary.

"Rules and Regulations

"SEC. 207. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

"Part B—Duties of the Secretary of Health, Education, and Welfare

"General Responsibility

"SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training need to equip persons referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals. Such State agencies shall provide for such training through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. The State agency shall be paid 50 per centum of the cost to the State of carrying out the agreement, except that for the period ending June 30, 1964 the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons. Such agreements shall

contain such other provisions as will promote effective administration (including provision (1) for reports on the attendance and performance of trainees, (2) for immediate certification to the Secretary of Labor by the responsible training agency with respect to each person referred for training who does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, and (3) for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

"Rules and regulations

"SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

"TITLE III—MISCELLANEOUS

"Apportionment of benefits

"SEC. 301. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State, and (5) the average weekly unemployment compensation benefits paid by the State. The Secretary of Labor and the Secretary of Health, Education, and Welfare are authorized to make reapportionments from time to time where the total amounts apportioned under this section have not been fully obligated in a particular State, or where the State or appropriate agencies in the State have not entered into the necessary agreements, and the Secretaries find that any other State is in need of additional funds to carry out the programs authorized by this Act.

"Maintenance of State effort

"SEC. 302. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

"Other agencies and departments

"SEC. 303. (a) In the performance of their functions under this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and the Secretary of Health, Education, and Welfare and, to the extent permitted by law, to provide such services and facilities as either may request for his assistance in the performance of his functions under this Act.

"(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare, shall carry out their responsibilities under this Act through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

"Appropriations authorized

"SEC. 304. (a) There are hereby authorized to be appropriated \$2,000,000 for the fiscal year ending June 30, 1963, \$3,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title I.

"(b) There are hereby authorized to be appropriated \$97,000,000 for the fiscal year ending June 30, 1963, \$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

"(c) There are hereby authorized to be appropriated \$1,000,000 for the fiscal year ending June 30, 1963, \$1,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title III.

"(d) There are hereby authorized to be appropriated \$5,000,000 for the fiscal year ending June 30, 1962, for planning and starting programs under this Act.

"Limitations on use of appropriated funds

"SEC. 305. (a) Funds appropriated under the authorization of this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

"(b) Any equipment and teaching aids purchased by a State or local vocational education agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

"(c) No portion of the funds to be used under part B of this Act shall be appropriated directly or indirectly to the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in training under part B.

"(d) Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated.

"Authority to contract

"SEC. 306. (a) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

"(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that assistance will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

"Selection and referral

"SEC. 307. The selection of persons for training under this Act and for placement of such persons shall not be contingent upon such person's membership or nonmembership in a labor organization.

"Definition

"SEC. 308. For the purpose of this Act, the term 'State' includes the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

"Secretaries' reports

"SEC. 309. (a) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under title I and part A of title II, including the number of persons trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.

"(b) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under part B of title II, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

"Termination of authority

"SEC. 310. (a) All authority conferred under title II of this Act shall terminate at the close of June 30, 1965.

"(b) Notwithstanding the foregoing, the termination of title II shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment or other obligation entered into prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under title II of this Act after December 30, 1965."

And the House agree to the same.

JOSEPH S. CLARK,
JENNINGS RANDOLPH,
PAT McNAMARA,
CLAIBORNE PELL,
WINSTON L. PROUTY,
MAURICE J. MURPHY, Jr.,

Managers on the Part of the Senate.

ADAM C. POWELL,
ELMER J. HOLLAND,
JAMES G. O'HARA,
NEAL SMITH,
CHARLES S. JOELSON,
CARROLL D. KEARNS,
CHARLES E. GOODELL,
PETER A. GARLAND,

Managers on the Part of the House.

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. BUSH. Mr. President, the Senator from Pennsylvania [Mr. CLARK] has called up the conference report on the manpower training and development bill. He asked that following the remarks of the Senator from South Carolina [Mr. THURMOND] the conference report be taken up. Its consideration is not expected to require more than a few minutes.

At this time, in that connection, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, I believe the RECORD shows that I have brought up by motion the conference report on the manpower bill.

The PRESIDING OFFICER. That is correct; and the conference report is now pending.

Mr. CLARK. Mr. President, the conference report was signed by all the conferees of both parties, on both sides of the Capitol.

The differences between the House version and the Senate version of the bill were not particularly significant; but I shall briefly mention a few of the more important ones and the disposition of them made by the conferees.

First, the duration of the training program. The Senate version proposed a 4-year program; the House version, a 2-year program. The conferees compromised on a 3-year program, ending June 30, 1965. Both versions provided that the States shall assume 50 percent of the cost after a certain amount of time, which differed as between the two versions. The conferees agreed that the States will assume half of the cost after the second year; in other words, during the last year of the program.

Second, the amount of authorization. The conferees agreed on authorizations for appropriations as follows: For the current fiscal year, \$5 million; for the first full year, beginning July 1, \$100 million; and for each succeeding year, \$165 million—totaling \$435 million for the 3 years. The original Senate bill had provided \$655 million for 4 years; the House version, \$262 million for 2 years.

Third, training allowances for youth. Both versions provided training allowances equivalent to a State's weekly unemployment compensation benefit. The House version limited these allowances to persons who have had at least 3 years of gainful employment and who are heads of families or heads of households. The Senate version included the same limitation, except that youths aged 16 through 21, even though unmarried and without work experience, could receive training allowances up to 5 percent of the total authorization. The Senate provision was an effort to do something

in regard to the overwhelming problem of school dropouts, with which those of us who come from metropolitan areas are so familiar. The conferees compromised by accepting training allowances for youths, with the 5-percent limitation of the Senate version, but with the minimum age raised from 16 to 19, and a ceiling set at \$20 a week.

Fourth, subsistence and transportation expenses. The versions of both Houses authorized payment of subsistence and transportation expenses for workers who take their training at locations beyond commuting distance from their homes, limited to \$35 a week and 10 cents a mile. The Senate version contained a provision authorizing these limits to be exceeded in "unusual circumstances", but, regrettably from my point of view, the conferees eliminated this provision because of the House insistence.

Fifth, the National Advisory Committee. The conferees accepted a Senate provision calling for appointment of a National Advisory Committee representing labor, management, agriculture, education and training, and the general public. There was no similar provision in the House version; but the House receded, and accepted the Senate version.

Sixth, nondiscrimination because of union membership. A provision in the House version stated that the selection of workers for training and their subsequent placement in jobs should not be contingent upon membership or non-membership in a labor organization. The Senate conferees accepted the House provision.

Both the House and the Senate versions contained provisions, not in dispute, authorizing the Secretary of Labor to develop information on the Nation's needs for trained manpower, to distribute such information for use in planning training programs, and to conduct research on such matters as the effects of automation and the mobility of labor; and requiring an annual manpower report by the President. I am particularly pleased with provisions in these sections of the bill which authorize the Secretary of Labor to make extensive investigations into the future manpower needs of our country, ranging all the way from the top need for nuclear scientists to the need for persons to fill jobs at the bottom of the scale. I believe this action today to recognize manpower planning as an element of national policy is one to which we shall look back upon in the years to come with merited pride.

I believe this function of manpower planning, which appropriately belongs in the Department of Labor, will make an enormous contribution toward overcoming unemployment in the days ahead and will better enable us to staff freedom in the constant cold-war struggle with our Communist opponents.

This act will provide long overdue leadership at the national level in promoting and assisting the States as well as local groups, private and public, in the training and retraining of workers, unemployed, underemployed, and otherwise, so that they can return to productive and useful occupations in our society and can contribute to the fullest

extent to the national product. Our responsibility, as a nation, to our own people, and our position and responsibilities as the leader of the free world, require the fullest development and utilization of all our manpower resources.

The conference bill will provide new and imaginative methods for dealing with problems that have been allowed to exist too long. We cannot tolerate the economic waste involved in unused human resources. Nor should we as a nation tolerate the hardship, misery, and loss of dignity that are the consequences of prolonged unemployment. Enactment of this proposal—which was the first bill urged upon us by President Kennedy in his state of the Union message—will help us to move forward in developing a more efficient and better utilized labor force. It will pay large dividends by providing the unemployed with the opportunity to become productive citizens, once again, bearing their part of the Nation's responsibilities, as well as participating more fully in the benefits of a prosperous economy.

Mr. President, this bill is our first real effort in this Congress to measure up to the challenge which the President of the United States laid before the country, both during the campaign and more recently from the White House at one of his press conferences—the challenge of finding 25,000 new jobs a week for the foreseeable future, in order to prevent massive unemployment and provide an opportunity for remunerative employment to everyone who wants to work. It is this great constructive effort that we support in this proposal.

I yield now to the Senator from New York.

Mr. JAVITS. Does the Senator agree with the view I have seen published, that the bill will allow us to train or retrain as many as 1 million applicants?

Mr. CLARK. Yes. I believe that is a conservative estimate, if we include both on-the-job and classroom training.

Mr. JAVITS. I think the country should be alerted to the fact that this is a very large-sized operation.

Mr. CLARK. I am glad the Senator has made that point.

Mr. JAVITS. I join the Senator in the hope that the Senate will adopt the conference report, in spite of all the inadequacies in the bill and I shall in a moment speak about them independently, if the Senator will permit me to do so.

Mr. CLARK. I wish to commend the able Senator for his assistance in bringing this bill to the Senate from the Committee on Labor and Public Welfare last year, and also acknowledge that he is the author of the section creating a national advisory council.

Mr. JAVITS. I am pleased to hear that statement from the Senator. I am pleased that the conferees have done about as well as could be done in any conference, notwithstanding the unhappiness of the Senator from Pennsylvania and myself about certain of these matters.

There is another thing that can be said in asking the Senate's approval of the conference report. There may be some argument about the figure of 25,-

000 new jobs a week. We have had that argument before the Joint Economic Committee. There are questions of substantial difference. Certainly, the answer is that the training afforded in the bill will provide needed training for persons who will be added to the work force.

Will the Senator not agree with me that at least another very major objective of the bill is how to alert American labor to the coming automation and the fact that we must produce more, and produce more efficiently? How are we going to do it unless we find techniques which will enable us to go forward in the direction of giving to the worker some concept of the needs and the help he will require in making the adjustments which we ask him, on economic and patriotic grounds, to make?

Mr. CLARK. I would agree completely with what the Senator from New York has said. I should like to point out, however, that this bill is not only to accommodate American labor to the employment opportunities of the future, but also to accommodate American education, because, under the bill, the Secretary of Labor is directed to make studies to determine where workers will be needed in all occupations. This will include physicists as well as workers in the domestic services or other fields where workers will not need higher levels of education.

My hope is that processes will be developed whereby, under freedom and without compulsion, the Nation's manpower will be divided and directed so that the brains and abilities in our society will be most fully utilized for the advancement of our country and of Western civilization.

Mr. JAVITS. Will the Senator agree with me that, as we are facing a trade program which may require certain efforts of workers and business, just as we are facing an automation program, which is essential to the country, of the same character, just as we are facing a new tax law which will encourage re-equipment of American industry, which is becoming obsolescent in terms of equipment, we cannot consider this bill as the final one on the subject, and that nothing the Senate conferees have done will foreclose us, as the situation develops, from perhaps taking other steps in the direction of training and retraining workers in the national interest?

Mr. CLARK. The Senator is quite correct. This is only the beginning. We still have on the calendar, and I hope we do something about it, the youth employment opportunities bill. I hope we can do something about the bill which will authorize employment on public works projects on a standby basis to be utilized if and when we have a new recession, and find unemployment increasing to a significant extent. This is only one step to help increase the growth rate of our economy. This is only a step in a long series of legislative efforts that will be necessary to provide full employment during the days ahead, in accordance with the important objectives of the Employment Act of 1946.

Mr. JAVITS. Mr. President, in this connection, I ask unanimous consent

that I may address myself to the conference report independently, though briefly, and that my remarks may follow the remarks of the Senator from Pennsylvania.

Mr. CLARK. Mr. President, if the Senator will withhold his request for a moment, I should like to say a word of praise for my fellow conferees on both sides in this Chamber. The Senator from Vermont [Mr. PROUTY] and the Senator from New Hampshire [Mr. MURPHY] were most helpful in working out the difficulties which confronted us. The Senator from Michigan [Mr. McNAMARA] and the Senator from Rhode Island [Mr. PELL] were most helpful. Although the Senator from West Virginia [Mr. RANDOLPH] was not able to be present, he gave me his proxy and his views before he left.

On the House side also, there was bipartisan effort to come out with a constructive bill. I should like to pay tribute to Representative ADAM CLAYTON POWELL, chairman of the House conferees; Representative ELMER J. HOLLAND, of Pennsylvania, the sponsor of the House bill; Representative JAMES O'HARA, of Michigan, who took a significant part in the proceedings; and also Representative CHARLES GOODELL, of New York, who made significant contributions in shaping our bipartisan bill.

Mr. PELL. Mr. President, will the Senator yield?

Mr. CLARK. I am happy to yield to the Senator from Rhode Island with the understanding that thereafter I shall accede to the request of the Senator from New York.

Mr. PELL. I earnestly desire to support the bill which the Senator from Pennsylvania [Mr. CLARK] has so ably handled in the conference, and I commend the Senator for the way he defended the interests of the Senate and got all the essential ideas of the Senate-passed bill into the bill reported by the conference committee. It will be really a milestone, in its own way, in the history of the United States.

Our country, while technologically advanced, has lagged behind many of the other countries of the world in the sociological fields. This is a field in which we have, so far, lagged greatly. By passing the bill and making it law we shall at least catch up with most of the countries of the world which have already acted in this area.

Speaking from the viewpoint of my own specific area, the State of Rhode Island, the bill could be of great help in solving our own problems.

Mr. CLARK. I thank the Senator for his kind comments.

I wish to add that the Senator from Rhode Island has worked most actively on the subcommittee during the past year, when we took extensive testimony before bringing the bill to the Senate. The Senator has been of great assistance in the entire progress of the proposed legislation.

I also wish to invite the attention of my colleagues to the work of the very able and distinguished chairman of the Committee on Labor and Public Welfare, the Senator from Alabama [Mr. HILL].

I wish to pay particular tribute to him. The Senator from Alabama permitted the members of the Subcommittee on Employment and Manpower, of which I have the honor to be the chairman, to be the Senate conferees. I think the Senate conferees have less seniority than the Senate members of any other conference committee in my knowledge. I wish to thank the Senator from Alabama [Mr. HILL] for his graciousness in handling the problem in that way.

Mr. JAVITS. Mr. President, I ask unanimous consent that I may proceed independently, without asking questions, but that the Senator from Pennsylvania may nevertheless not lose his right to the floor.

The PRESIDING OFFICER. Is there objection to the request of the Senator from New York? The Chair hears none, and it is so ordered.

Mr. JAVITS. Mr. President, I shall be brief, but there are a number of things which need to be specially noted. I think the prime one, to me, is how the proposed legislation developed in the other body.

Mr. President, I have been in the Congress now for 14 years. I have served in both bodies. I have been pursuing, during every year of this time, a struggle in my own party to see that my party was responsible for affirmative proposals to the American people on the major issues of our times, proposals completely consistent with what I consider to be the twin pillars of my party—the private economic system, and equal opportunity without regard to race, creed, color, or national origin.

Mr. President, we have here a splendid example of how that policy pays enormous dividends both to the Nation and, I say with respect—I know my colleagues will understand this—in party terms as well, for by proposing the constructive and affirmative alternative in the other body, Representative CHARLES GOODELL of my own State has made it possible for the proposed legislation to be enacted, though it might otherwise be just bogged down as is the education bill and as are other bills in the other body.

We are now in the final stages of passage of the proposed legislation, with pride in its authorship, and with an ability for members of each party to compliment the Senator from Pennsylvania [Mr. CLARK], as chairman of the Senate conferees, in return for his own graciousness in complimenting the conferees of both parties for a job well and constructively done.

Mr. President, to me this is a prime vindication for the fight which has been fought within my own party all these years. It is the constructive alternative which, in terms of the party's activities, represents one of the greatest services we can bring to the Nation. I am delighted that a Representative from the State of New York, Mr. GOODELL, took the opportunity to carry the ball and to demonstrate the validity of this thesis.

In a sense, it is even better that he did so than I, Mr. President, because I have stood for this principle so long it is very valuable to have it proved from a source not particularly identified, per-

haps, with me, but by an upstate New York Republican Representative.

It is the constructive alternative authored by Representative GOODELL which has strongly influenced what we are acting on now—a version containing strict and realistic administrative provisions. Such provisions are the result of hard and long and detailed work. Within this framework I am glad to see that my distinguished colleague in the House steered through the conference a proposal based on the experience of the Honorable Martin P. Catherwood, industrial commissioner of New York, who found in his work with the retraining provisions of the Area Redevelopment Act that State facilities could be utilized more effectively if the Federal program worked directly through them. Thus, new language was substituted for section 304(a) of this bill to assure such utilization of appropriate State agencies by the Secretary of Labor.

Second, Mr. President, the creation of a National Advisory Committee, and the encouragement of local and industry-wide labor-management-public committees for which I am deeply indebted to my colleague from Pennsylvania [Mr. CLARK], without whose cooperation this could not have been done, can be turned to an enormous advantage for our country. This is a practice which we pursued in World War II. We had 5,000 such committees in World War II on the plant and local level. The estimate is that about one-third of those, or roughly 1,500, did a really vital and important job in dealing with problems of absenteeism; in easing the shift to automation and other efficiency-making projects, which materially improved our productivity; in easing management-labor relations relating to grievance procedures and other problems; and in solving the transportation problem, which is a material one in many of these plants.

Mr. President, this is an opportunity on the local level which, to my mind, can be extremely important both in regard to productivity, which is so critical an element in whether we shall win or not win the cold war, and also in terms of the relationships between management and labor, which dominate not only productivity but also the climate of social justice in our own country.

I hope very much that the administration gaze will be attracted to this opportunity, and that so will the ideas and the leadership of labor and management, which is equally as important, and that all will seize the opportunity presented by this proposed legislation and really use it.

It seems to me, Mr. President, that this proposal can answer a tremendous number of problems. On the one hand, the trade unions fear bills like those to apply the antitrust laws to trade unions; and, on the other hand, management fears totalitarian ideas and attitudes on the part of certain elements of labor leadership. This is an opportunity, in the typically American way, by working

together on the local level, to avoid many of those excesses and to wrestle with a need to solve problems in a very effective way, as we demonstrated during the war we could do.

Finally, Mr. President, I think it is most unfortunate that the compensation to youth who will study under the terms of the proposal, who will be learning or training under the terms of the bill, has been reduced, and that the age limit has been raised. I have talked in very recent days with most distinguished leaders in our community, with people like Helen Hall Harris, one of our great settlement workers in New York, and one of the greatest in the world. These people feel very strongly that we should encourage those who are from 16 to 19 years of age to study under the terms of the bill, and that there is a tremendous area in which we could help to deal with problems of juvenile delinquency, of youth crime, and of school dropouts.

I hope very much that our committee—and I say this to the chairman of our subcommittee—will require from the Labor Department a rather close report on how the proposal works out. We are now making the first step, as the Senator has so properly said. I am hopeful that we shall be able to demonstrate, on the basis of facts, that to raise the age limit and to cut the figure for maintenance for those who study was improvident. Having oriented the thinking in the minds of our own colleagues, I hope we may be able to take other steps which will really make this work as it should.

Mr. CLARK. I share the view of my friend from New York, and I recall to him the brilliant study of this subject made by the former president of Harvard University, Dr. James B. Conant, which impressed us all with the problem of school dropouts in the great metropolitan areas of our country, a critical problem about which we must do something.

Mr. JAVITS. I thank my colleague.

Mr. CLARK. Mr. President, I ask that the Chair put the conference report to a vote.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

AMENDMENT OF ACT ESTABLISHING CODE OF LAW FOR THE DISTRICT OF COLUMBIA

The PRESIDING OFFICER. The Chair lays before the Senate the unfinished business, which will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 5143) to amend section 801 of the act entitled "An act to establish a code of law for the District of Columbia," approved March 3, 1901.

The Senate resumed the consideration of the bill (H.R. 5143) to amend section 801 of the act entitled "An act to establish a code of law for the District of Columbia," approved March 3, 1901.

PENNSYLVANIA WELFARE BOARD ENDORSES PRESIDENT'S PROGRAM

Mr. CLARK. Mr. President, the Pennsylvania State Board of Public Welfare has adopted a resolution strongly supporting the principles and objectives of H.R. 10032, which embodies the recommendations of President Kennedy and Secretary of Health, Education, and Welfare Ribicoff for improvements in the public assistance program.

The Commonwealth of Pennsylvania, whose welfare programs directly or indirectly affect some 2 million persons each year, has been placing its emphasis upon prevention and rehabilitation services to restore relief clients to self-support, which is the objective of the President's proposals.

I ask unanimous consent that the text of the resolution adopted by the Pennsylvania Board of Public Welfare, which is headed by Mr. Harry Boyer, be printed in the RECORD at this point.

There being no objection, the resolution was ordered to be printed in the RECORD, as follows:

Whereas the Pennsylvania Board of Public Welfare recognizes that the basic purpose of public assistance is to help those in financial need through circumstances beyond their control; and

Whereas after many years of public welfare services which consisted largely of money payments, President Kennedy and Secretary of Health, Education, and Welfare Abraham Ribicoff, have proposed a new approach stressing social, health, preventative, and rehabilitative services instead of support alone; and

Whereas the Pennsylvania State Board of Public Welfare recognizes the vital impact and the overwhelming importance of the general objectives of this approach as a major turning point in the humanitarian public welfare program as a means of helping the needy toward rehabilitation instead of merely giving them the money which they need; and

Whereas many of the principles of the Kennedy-Ribicoff program have long been recognized in Pennsylvania, and in fact put into experimental operation with such projects as the family rehabilitation program; and

Whereas legislation in the form of House bill 10032 has been introduced in Congress to enable early action to assure that the public welfare program, while recognizing day-to-day needs, will also emphasize the return of individuals to the highest degree of self-sufficiency of which they are capable: Now, therefore, be it

Resolved, That the Pennsylvania Board of Public Welfare go on record in support of the principles and objective purposes of House bill 10032; and be it further

Resolved, That copies of this resolution be forwarded to Pennsylvania's Representatives and Senators in the Congress and to other interested parties.

LET THE AMERICAN PEOPLE BEWARE

Mr. METCALF. Mr. President, a basic maxim of law is "falsus in uno, falsus in omnibus." A witness' testimony, if false as to any material part, generally should be discarded as a whole and can-

not be relied on for any purpose, unless strongly corroborated.

One of the statements thrown at Members of Congress many times in recent months reads as follows:

We cannot expect the Americans to jump from capitalism to communism, but we can assist their elected leaders in giving Americans small doses of socialism, until they suddenly awake to find they have communism.

The quotation is attributed to Nikita Khrushchev, and is said, by the people who use it, to have been made some 3½ months before his visit to the United States in September 1959.

I have seen this statement in letters to editors. It is sometimes attached to letters I receive. Sometimes it is printed, against a red background, on post cards distributed as a public service by Coast Federal Savings of Los Angeles, which has circulated thousands of copies of literature endorsing the John Birch Society.

Sometimes it appears on post cards bearing the imprint of Poor Richard's Book Shop of Los Angeles, which disseminates rightwing material. Sometimes, in mail I receive, this quotation is followed by statements like the following:

Your socialistic voting record leads me to believe that you are one of the elected leaders upon whom Nikita Khrushchev depends to carry out his plan.

I asked the Library of Congress to find the origin of the statement. I received the following reply:

We have searched the Legislative Reference Service files, checked all the standard reference works on quotations by Khrushchev, and consulted with the Slavic Division of the Library of Congress, the Department of State, and the U.S. Information Agency, in an attempt to determine the authenticity of this quotation. From none of these sources were we able to produce evidence that Khrushchev actually made such a statement.

I asked the Senate Internal Security Subcommittee if its files showed any documentation for the quotation. Chairman JAMES O. EASTLAND, on February 26, advised me that:

Inquiry to the Slavic Division of the Library of Congress discloses no authentic source for the quotation.

A similar inquiry to the House Committee on Un-American Activities brought the following response, dated March 2, from Chairman FRANCIS E. WALTER:

The research section of our committee as well as the Legislative Reference Service of the Library of Congress have been unable to find the origin of the quotation referred to above.

I queried Director J. Edgar Hoover of the Federal Bureau of Investigation. On March 1 he advised me that:

I have had the files and reference material available to us reviewed; however, it has not been possible to verify the authenticity of the statement.

I asked the Central Intelligence Agency. On February 13, 1962, Director John A. McCone advised me as follows:

The quotation * * * does not appear in any of Khrushchev's speeches, interviews,

articles, or off-the-cuff remarks which have come to our attention. To the best of our knowledge, we believe the quotation to be spurious.

Mr. President this fabrication, attributed to the leader of the Communist Party, arouses Americans against their elected officials. Readers and listeners are led, by the mischievous persons who authored and use the false quotation, to believe that their President, their Senators, their Representatives, their judges and local officials are Communist stooges. Thus a lie is used to perpetrate a greater lie.

I say, Mr. President, that whoever created this quotation, and those who, knowing it to be spurious, nevertheless disseminate it, are cut from the same cloth as Communists and Fascists. Totalitarian movements always strive to belittle and subvert democratic or republican government. Let the American people beware.

Mrs. NEUBERGER. Mr. President, will the Senator yield?

Mr. METCALF. I am glad to yield.

Mrs. NEUBERGER. I was interested in the Senator's comment that the letter talked about his socialistic voting record. I should like to know whether there is a comment as to what particular votes the Senator cast which give him a socialistic voting record.

Mr. METCALF. They comment on such votes as votes for conservation; for President Kennedy's legislative program, the New Frontier program; for support of social security programs; and for whatever they feel to be socialistic. It covers the whole spectrum.

Mrs. NEUBERGER. That is very interesting. I find myself very often in accord with the junior Senator from Montana. I was interested to know what makes them consider us socialistic.

Mr. METCALF. I thank the Senator from Oregon.

TOBACCO SMOKING

Mrs. NEUBERGER. Mr. President, a headline in today's issue of the New York Times must have had the same magnetic appeal or effect on hundreds of thousands of readers that it did on me. The headline is "War on Smoking Asked in Britain." That is, the headline would have the same magnetic effect on the users of tobacco and smokers. Having at one time been a smoker, I know how one's eye is attracted to such a story as that, because in each of us there is a subconsciousness that perhaps what we are doing is detrimental to our own health.

Our own National Cancer Institute has been saying about the same thing that is stated in the report from the Royal College of Physicians in England. The results of their findings are always countered by a barrage of advertising and counterattack from the tobacco companies of America. Once more they step up their advertising. They plant stories in national magazines to try to refute the statistics presented by the national studies. Warnings of the American Cancer Society against this danger are submerged somewhat like the seashores

have been submerged by the waves that have been rolling in on the eastern shore in the past few days. We in the Congress continue to vote to keep tobacco as one of our basic crops, along with wheat, corn, and so forth, while, on the other hand, we Members of Congress support the National Cancer Institute. Crops basic to what, I ask? We seem to obtain some kind of satisfaction in justifying the support of tobacco as a basic crop so long as we warn against the harm it may cause. I sometimes wonder why we do not do the same thing with respect to opium poppies. At least opium has some medicinal value.

"Why is there such a reluctance to believe the facts?" is the question Sir Robert of the Royal College of Physicians asked in presenting his report.

He answered his own question by saying, "Because we never like accepting unpleasant facts."

Then he went on to make a very important statement. It is obviously as true in Britain as it is in America:

Very big financial interests are involved.

Why do we Americans believe the results and findings of other institutes out at NIH in Bethesda, and accept what they tell us about mental retardation and heart disease, but tend to gloss over the fact that tobacco is harmful to many people? What is required to convince us that cigarettes are poisoning and killing a substantial segment of our population?

Yesterday, in London, a committee of Royal College of Surgeons added its venerable voice to the already vast body of medical testimony on the direct cause of lung cancer by cigarette smoking. In stark and unflinching terms the society reported at the conclusion of a 3-year study that the total risk of dying of lung cancer for a smoker of 25 or more cigarettes a day—that is a little over 1 pack a day—is 1 in 9 if he is between the ages of 35 and 84.

The television advertising of tobacco companies that I have seen has a great appeal to people even younger than 35; and watching it, one would think that in order to be an expert water skier he should smoke a given kind of cigarette.

As if lung cancer were not enough, the committee also found that cigarette smoking probably contributes to death from coronary heart disease, tuberculosis, and peptic ulcers; that cigarette smoking may be a contributory factor in cancer of the mouth, pharynx, esophagus, and bladder; and that cigarette smoking is an important predisposing cause in the development of chronic bronchitis.

Today, Dr. Kenneth Endicott, Director of the National Cancer Institute, issued the following statement:

The National Cancer Institute and the U.S. Public Health Service for several years have considered that the evidence that excessive cigarette smoking seriously increases the risk of lung cancer is very strong. We are pleased that our position is supported by such a distinguished scientific body as the Royal College of Surgeons.

Mr. President, the evidence is in. No jury of 12 men and women could pos-

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued March 13, 1962
For actions of March 12, 1962
87th-2d, No. 35

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HIGHLIGHTS: House received conference report on manpower training bill.

HOUSE

1. FORESTRY. The Interior and Insular Affairs Committee reported without amendment H. R. 9822, to provide that lands within the exterior boundaries of national forests acquired under Sec. 8 of the Taylor Grazing Act may be added to the national forests (H. Rept. 1418). p. 3499
2. MANPOWER. Received the conference report on S. 1991, the proposed Manpower Development and Training Act (H. Rept. 1416). See Digest 29 for items of interest. pp. 3475-81, ~~3499~~
3. TOBACCO. Rep. Harsha criticized the importation of Cuban tobacco that has been "substantially transformed" in another country, and urged the President to take the necessary steps "to prohibit the importation of Cuban tobacco products in whole or part irrespective of where they are manufactured." p. 3485
4. ELECTRIFICATION. Rep. Albert discussed the Rural Electrification Administration and inserted a letter from the National Rural Electric Cooperative Association commending Rep. Wickersham for his voting record in support of the rural electrification program. p. 3485

5. FOREIGN TRADE. Received from the Commerce Department a proposed bill "To amend section 204 of the Agricultural Act of 1956" (relating to limitations on agricultural imports); to Agriculture Committee. p. 3499
- The Ways and Means Committee reported without amendment H. R. 10607, to amend the Tariff Act of 1930 and certain related laws to provide for the re-statement of the tariff classification provisions (H. Rept. 1415). p. 3499

SENATE

6. LIVESTOCK. Sen. Gruening commended the growing livestock industry in Alaska, discussed difficulties in marketing livestock raised there, and inserted an Alaska Legislature resolution urging the Defense Department to provide livestock inspection services so that military establishments in Alaska could purchase more local beef. p. 3529
7. SOIL CONSERVATION. Sen. Wiley inserted a resolution adopted by area VI of the Assoc. of Soil and Water Conservation District Supervisors (Wisc.) urging increased funds for soil conservation services and for agricultural conservation program payments. p. 3502
8. SALINE WATER. Sen. Anderson commended the town of Buckeye, Ariz., for awarding the first contract for construction of a saline water conversion plant for treatment of an entire municipal water supply, and inserted an article discussing the project. pp. 3524-5
9. AGRICULTURE. Sen. Moss inserted a series of resolutions adopted at the convention of the Young Democratic Clubs of America, Dec. 6-9, 1961, Miami Beach, Fla., including several relating to agriculture. pp. 3509-14
10. UNEMPLOYMENT COMPENSATION. Received from the President proposed legislation "to make permanent the temporary extended unemployment compensation program"; to Finance Committee. p. 3501
11. RESEARCH. Sen. McClellan urged enactment of legislation to create a Commission on Science and Technology to coordinate scientific activities in the Government. pp. 3516-8

ITEMS IN SPENDIX

12. FARM PROGRAM. Extension of remarks of Rep. Breeding inserting a resolution from a number of Kansas farm groups endorsing the Administration's farm program. p. A1829
- Extension of remarks of Sen. Wiley discussing the farmer-to-farmer exchange program and inserting two articles, "Farmer and World Affairs, Inc.," and "India Farmers Like U. S. Farmers Wiley Interview Reveals." pp. A1829-30
- Extension of remarks of Rep. Gross inserting a statement by Carl H. Wilken before the House Agriculture Committee urging the continuation of price supports for farm commodities. pp. A1832-4
- Extension of remarks of Rep. Findley criticizing the Administration's farm program. p. A1836
- Extension of remarks of Rep. Short inserting an article, "Collective Agriculture -- It Doesn't Work." p. A1846
- Extension of remarks of Rep. Barry inserting a letter from a constituent to the Secretary of Agriculture criticizing the farm program. p. A1863

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

MARCH 12, 1962.—Ordered to be printed

Mr. POWELL, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany S. 1991]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1991) relating to manpower requirements, resources, development, and utilization, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment, insert the following:

That this Act may be cited as the "Manpower Development and Training Act of 1962".

TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION

STATEMENT OF FINDINGS AND PURPOSE

SEC. 101. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from

automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

EVALUATION, INFORMATION, AND RESEARCH

SEC. 102. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods for detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto;

(2) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 104.

(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of and providing useful work experience and training opportunities for untrained and inexperienced youth;

(4) promote, encourage, or directly engage in programs of information and communication concerning manpower requirements, development, and utilization, including prevention and amelioration of

undesirable manpower effects from automation and other technological developments and improvement of the mobility of workers; and

(5) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

SKILL AND TRAINING REQUIREMENTS

SEC. 103. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

MANPOWER REPORT

SEC. 104. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

GENERAL RESPONSIBILITY

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required.

SELECTION OF TRAINEES

SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under this Act those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall provide a special program for the testing, counseling, and selection of youths, sixteen years of age or older, for occupational training and further schooling. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall, to the maximum extent possible, also refer other persons qualified for training programs which will enable them to acquire needed skills. Priority in referral for training

shall also be extended to persons to be trained for skills needed within, first, the labor market area in which they reside and, second, within the State of their residence.

(c) The Secretary of Labor shall determine the occupational training needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide counseling and placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred.

(d) Before selecting a person for training, the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the person is to be trained. If such employment is not available in the area in which the person resides, the Secretary shall obtain reasonable assurance of such person's willingness to accept employment outside his area of residence.

(e) The Secretary shall not refer persons for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation.

(f) The duration of any training program to which a person is referred shall be reasonable and consistent with the occupation for which the person is being trained.

(g) Upon certification by the responsible training agency that a person who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, the Secretary shall forthwith terminate his training and subsistence allowances, and his transportation allowances except such as may be necessary to enable him to return to his regular place of residence after termination of training, and withdraw his referral. Such person shall not be eligible for such allowances for one year thereafter.

TRAINING ALLOWANCES

SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed persons selected for training pursuant to the provisions of section 202 and undergoing such training in a program operated pursuant to the provisions of this Act. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: Provided however, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance, shall receive an allowance increased by the amount of such excess. With respect to Guam and the Virgin Islands the Secretary shall by regulation determine the amount of the training allowance to be paid any eligible person taking training under this Act.

With respect to any week for which a person receives unemployment compensation under title XV of the Social Security Act or any other

Federal or State unemployment compensation law which is less than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid to a person eligible for a training allowance under this Act. This supplemental training allowance shall not exceed the difference between his unemployment compensation and the average weekly unemployment compensation payment referred to above.

For persons undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours.

(b) The Secretary of Labor is authorized to pay to any person engaged in training under this title, including compensated full-time on-the-job training, such sums as he may determine to be necessary to defray transportation and subsistence expenses for separate maintenance of such persons when such training is provided in facilities which are not within commuting distance of their regular place of residence: Provided, That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding \$35 per week, at the rate of \$5 per day; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than three years of experience in gainful employment and are either heads of families, or heads of households as defined in the Internal Revenue Code of 1954, except that he may pay training allowances at a rate not exceeding \$20 a week to youths over nineteen but under twenty-two years of age where such allowances are necessary to provide them occupational training, but not more than 5 per centum of the estimated total training allowances paid annually under this section may be paid to such youths.

(d) After June 30, 1964, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 50 per centum of the amount of such payments.

(e) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

(f) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

(g) Any agreement under this section may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except

as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of persons for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

(h) If State unemployment compensation payments are paid to a person taking training under this Act and eligible for a training allowance, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

(i) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination (for other than good cause) of the training with respect to which such allowance or payment was made.

(j) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

ON-THE-JOB TRAINING

SEC. 204. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip persons selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by the States and by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective training programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

(b) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

(3) that adequate and safe facilities, and adequate personnel and records of attendance and progress are provided; and

(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

(c) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

NATIONAL ADVISORY COMMITTEE

SEC. 205. (a) *The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.*

(b) *The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.*

(c) *The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.*

(d) *Appointed members of the Committee shall be paid compensation at the rate of \$50 per diem when engaged in the work of the Committee, including travel time, and shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 73b-2) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.*

(e)(1) *Any member of the Committee is hereby exempted, with respect to such appointment, from the operation of sections 281, 283, and 1914 of title 18 of the United States Code, and section 190 of the Revised Statutes (5 U.S.C. 99), except as otherwise specified in paragraph (2) of this subsection.*

(2) *The exemption granted by paragraph (1) of this subsection shall not extend—*

(A) *to the receipt or payment of salary in connection with the appointee's Government service from any source other than the private employer of the appointee at the time of his appointment, or*

(B) *during the period of such appointment, to the prosecution or participation in the prosecution, by any person so appointed, of any claim against the Government involving any matter with which such person, during such period, is or was directly connected by reason of such appointment.*

STATE AGREEMENTS

SEC. 206. (a) *The Secretary of Labor is authorized to enter into an agreement with each State, or with the appropriate agency of each State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may make payments to such State or appropriate agency for expenses incurred for such purposes.*

(b) *Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary.*

RULES AND REGULATIONS

SEC. 207. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

PART B—DUTIES OF THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

GENERAL RESPONSIBILITY

SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training needed to equip persons referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals. Such State agencies shall provide for such training through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. The State agency shall be paid 50 per centum of the cost to the State of carrying out the agreement, except that for the period ending June 30, 1964 the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons. Such agreements shall contain such other provisions as will promote effective administration (including provision (1) for reports on the attendance and performance of trainees, (2) for immediate certification to the Secretary of Labor by the responsible training agency with respect to each person referred for training who does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, and (3) for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

RULES AND REGULATIONS

SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

TITLE III—MISCELLANEOUS

APPORTIONMENT OF BENEFITS

SEC. 301. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the

Secretary of Health, Education, and Welfare shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State, and (5) the average weekly unemployment compensation benefits paid by the State. The Secretary of Labor and the Secretary of Health, Education, and Welfare are authorized to make reapportionments from time to time where the total amounts apportioned under this section have not been fully obligated in a particular State, or where the State or appropriate agencies in the State have not entered into the necessary agreements, and the Secretaries find that any other State is in need of additional funds to carry out the programs authorized by this Act.

MAINTENANCE OF STATE EFFORT

SEC. 302. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

OTHER AGENCIES AND DEPARTMENTS

SEC. 303. (a) In the performance of their functions under this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and the Secretary of Health, Education, and Welfare and, to the extent permitted by law, to provide such services and facilities as either may request for his assistance in the performance of his functions under this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall carry out their responsibilities under this Act through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

APPROPRIATIONS AUTHORIZED

SEC. 304. (a) There are hereby authorized to be appropriated \$2,000,000 for the fiscal year ending June 30, 1963, \$3,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title I.

(b) There are hereby authorized to be appropriated \$97,000,000 for the fiscal year ending June 30, 1963, \$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

(c) There are hereby authorized to be appropriated \$1,000,000 for the fiscal year ending June 30, 1963, \$1,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title III.

(d) There are hereby authorized to be appropriated \$5,000,000 for the fiscal year ending June 30, 1962, for planning and starting programs under this Act.

LIMITATIONS ON USE OF APPROPRIATED FUNDS

SEC. 305. (a) Funds appropriated under the authorization of this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

(b) Any equipment and teaching aids purchased by a State or local vocational education agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

(c) No portion of the funds to be used under part B of this Act shall be appropriated directly or indirectly to the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in training under part B.

(d) Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated.

AUTHORITY TO CONTRACT

SEC. 306. (a) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that assistance will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

SELECTION AND REFERRAL

SEC. 307. *The selection of persons for training under this Act and for placement of such persons shall not be contingent upon such person's membership or nonmembership in a labor organization.*

DEFINITION

SEC. 308. *For the purposes of this Act, the term "State" includes the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.*

SECRETARIES' REPORTS

SEC. 309. (a) *Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under title I and part A of title II, including the number of persons trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.*

(b) *Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under part B of title II, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.*

TERMINATION OF AUTHORITY

SEC. 310. (a) *All authority conferred under title II of this Act shall terminate at the close of June 30, 1965.*

(b) *Notwithstanding the foregoing, the termination of title II shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment or other obligation entered into prior to the date of such termination: Provided, That no disbursement of funds shall be made pursuant to the authority conferred under title II of this Act after December 30, 1965.*

And the House agree to the same.

ADAM C. POWELL,
ELMER J. HOLLAND,
JAMES G. O'HARA,
NEAL SMITH,
CHARLES S. JOELSON,
CARROLL D. KEARNS,
CHAS. E. GOODELL,
PETER A. GARLAND,
Managers on the Part of the House.

JOSEPH S. CLARK,
JENNINGS RANDOLPH,
PAT MCNAMARA,
CLAIBORNE PELL,
WINSTON L. PROUTY,
MAURICE J. MURPHY, Jr.,
Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1991) relating to manpower requirements, resources, development, and utilization, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House amendment struck out all of the Senate bill after the enacting clause and inserted a new text. The Senate recedes from its disagreement to the amendment of the House, with an amendment which is a substitute for both the Senate bill and the House amendment. The differences between the House amendment and the substitute agreed upon in conference are described in this statement, except for incidental, minor, and clarifying changes. These differences are taken up in the order in which they appear in the House amendment.

MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION

Section 103(1) of the House amendment provided for research through the Secretary of Labor on matters involving manpower requirements, developments, and utilization. This provision was dropped from the conference substitute in view of the provisions for research provided in section 102(5) of such substitute.

Section 104 of the House amendment provided that in order to encourage the mobility of labor, to determine the impediments to such mobility, and to evaluate methods of improving the mobility of labor, the Secretary of Labor must make certain studies and must promote the development and adoption of equitable practices which improve the mobility of workers. The section also provided that the Secretary must establish a program of factual studies of practices of employers and unions which impede or facilitate mobility of labor, including among other subjects the operation of seniority systems. The Secretary was directed to include a report on these studies in the manpower report provided for in section 105 of the House amendment (sec. 104 of the conference substitute). The Senate bill did not include anything requiring the Secretary of Labor to promote the mobility of labor; it did, however, contain a provision (in sec. 103(2)) for factual studies which was like the House provision on studies, except that it did not require a study of the operation of seniority systems or require the inclusion of material in a report as was required by the House provision. The conference substitute in this respect is the same as the House amendment except that "affect" is substituted for "impede" and "facilitate", and the reference to seniority systems is omitted. In including the requirement that the Secretary make a report on these studies, it is the intention of the conferees that the

report should not include recommendations which might affect free collective bargaining.

Section 107 of the House amendment authorized the appropriation of \$1,770,000 for the first fiscal year of the program and \$1,670,000 for the second year, for carrying out title I. The Senate bill did not segregate the authorizations for this title out of the general authorization provided in section 304(a). The conference substitute, in section 304(a), authorizes the appropriation of \$2,000,000 to carry out this title during fiscal 1963 and \$3,000,000 for each of the next 2 fiscal years. These additional sums reflect adjustments made in the authorizations originally provided in title V of the House amendment.

TRAINING AND SKILL DEVELOPMENT PROGRAMS

Section 201(b) of the House amendment directed the Secretary of Labor to carry out his responsibilities under title II of the House amendment through maximum utilization of all resources for skill development available in all training institutions, in Federal, State, and local public agencies and institutions, and in private organizations and facilities. The Senate bill did not contain this provision. The conference substitute included this provision as section 303(b), with an amendment making it also applicable to the responsibilities of the Secretary of Health, Education, and Welfare. This provision is in the nature of a general instruction to the Secretary of Health, Education, and Welfare, and in no way affects the specific instructions regarding agreements with States which are set forth in section 231 of the conference substitute.

Section 202(a) of the House amendment provided that in connection with the programs for the testing, counseling, and selection of persons for training under the act, he should provide for a special program for the testing and counseling of youths 16 years of age or older, and for the selection of those for whom occupational training is indicated. The Senate bill provided for the counseling and selection of such youths for occupational training and further schooling. The conference substitute is like the Senate amendment. The inclusion of the words "further schooling" does not indicate that the Secretary of Labor is to handle matters affecting classroom instruction; those words merely recognize the growing emphasis on work-study programs.

Subsection (b) of section 202 of the House amendment directed the Secretary of Labor to extend priority in referral for training to persons to be trained for skills needed in the area of their residence. The comparable Senate bill provision extended such a priority to persons to be trained for skills needed in the State of their residence. The conference substitute provides that such priority shall be extended to persons to be trained for skills needed within, first, the labor market area in which they reside, and, second, the State of their residence.

The Senate bill, in section 202(c), directed the Secretary of Labor to determine the occupational training needs for referred persons, to provide for their selection and referral for training, and provide them with placement services after their training is completed. The House amendment contained no provision which was entirely comparable, but it did provide in section 202(g) that the Secretary of Labor should provide placement services for individuals who have completed training as well as counseling services to such individuals for an appropriate

period after they have been placed. The conference substitute adopts the provision of the Senate bill but with the addition of the words "and counseling" after "placement," so that the subsection as thus amended will be as broad as section 202(g) of the House amendment.

Subsection (f) of section 202 of the House amendment relates to termination of allowances when the trainee does not have a satisfactory attendance record or is not making satisfactory progress, absent good cause. The Senate bill contained no comparable provision. Section 202(g) conference substitute is the same as the House amendment except for the deletion of the comma before "absent" in order to make it clear that the determination of the absence or presence of "good cause" is to be the responsibility of the training agency and not of the Secretary of Labor.

The first paragraph of section 203(a) of the House amendment (relating to weekly training allowances) specifically included the District of Columbia, Puerto Rico, and the Virgin Islands within the meaning of the word "State" for the purposes of the act. The Senate amendment contained a definition of "State" for the purposes of section 301, which added Guam to the above list. The conference substitute adopts the procedure of defining the term "State" for purposes of the entire act in section 308. This definition includes not only the District of Columbia, Puerto Rico, and the Virgin Islands, but also Guam. At the end of this paragraph the substitute inserts a new provision giving the Secretary of Labor power, by regulation, to determine the amount of training allowance to be paid eligible persons taking training in Guam and the Virgin Islands. This provision is inserted because unemployment compensation payments are not made in Guam and the Virgin Islands.

The second paragraph of the House amendment provided that where an individual receives unemployment compensation which is less than the average weekly unemployment compensation for a week of total unemployment in the State making the payment, a supplemental training allowance may be paid. The supplemental training allowance would be the difference between his unemployment compensation and the average weekly compensation payment referred to above. The Senate bill contained no such provision. The conference substitute adopts this provision of the House amendment with a technical amendment making it clear that supplemental training allowances may be paid only to persons who would be eligible for a training allowance.

The House amendment provided, in the third paragraph of section 203(a), for a limitation on the training allowance of persons undergoing on-the-job training so that the training allowance, when added to the amounts received from the employer, would not exceed the average weekly unemployment compensation payment referred to above. This provision has been deleted from the conference substitute so that the limitations on training allowances will be the same for persons undergoing on-the-job training as they are for persons undergoing vocational training.

Section 203(b) of the House amendment permitted the Secretary of Labor to supplement training allowances to the extent necessary to defray the actual and necessary transportation expenses of trainees, and, when the training was provided in facilities which were not within

commuting distance of their regular place of residence, to defray actual and necessary transportation and subsistence expenses for separate maintenance for such individuals. It limited the subsistence expenses to the rate of \$35 a week and the transportation expenditures to the rate of 10 cents a mile. The Senate bill permitted the Secretary to supplement weekly training allowances by amounts necessary to defray transportation and subsistence expenses of trainees when training was provided at facilities which were not within commuting distances of their regular place of residence. It limited subsistence and travel expense allowances in the same manner as did the House, but it contained an exception under which the Secretary could prescribe conditions under which reimbursement for expenses could be authorized on an actual expense basis. The conference substitute, in section 203(b), permits the Secretary of Labor to pay trainees such sums as may be determined to be necessary to defray transportation and subsistence expenses for such trainees when such training is provided at facilities which are not within commuting distance of their regular place of residence. The Secretary is prohibited from affording any individual an allowance exceeding \$35 a week (at the rate of \$5 per day) and from authorizing any transportation expenditure exceeding the rate of 10 cents a mile.

Both the Senate bill and the House amendment limited training allowances to unemployed persons having more than 3 years of experience in gainful employment who are heads of families or heads of households. The Senate bill contained an exception which would permit the Secretary of Labor, if he finds that such training allowances are necessary to provide occupational training to youths over 16 but under 20 years, to pay such training allowances, but only to the extent of 5 percent of the total allowances paid under the act. The House amendment contained no such exception. The substitute agreed upon in conference contains, in section 203(c), an exception that permits the Secretary to pay training allowances at a rate not to exceed \$20 a week to youths in their 19th, 20th, and 21st years where such allowances are necessary to provide them occupational training, but not more than 5 percent of the estimated total training allowances paid annually under the section could be paid to such youths.

The Senate bill, in section 203(d), provided for dollar-for-dollar State matching of training allowances after the first 2 fiscal years of the program. The comparable provision of the House amendment required such matching after the first 18 months of the program. The substitute agreed upon in conference is the same as the Senate bill.

Section 203(d) of the House amendment denied training allowances to persons who have received or are eligible for unemployment compensation with respect to the week for which the payment would be made. The Senate bill contained a provision which was comparable, except that it denied such training allowances to persons who are seeking unemployment compensation with respect to such a week, instead of to those who are eligible for it. The conference substitute adopts (in sec. 203(e)) the provision of the Senate bill.

The House amendment provided in section 203(f) that if unemployment compensation payments are paid to an individual taking training under the act, or under any other Federal act, the State making the payments would be reimbursed. The amount of the reimbursement

would be determined by the Secretary of Labor on the basis of reports furnished him by the States and the amount so reimbursed would then be placed in the State's unemployment trust fund account. The Senate bill contained no comparable provision. The conference substitute adopts the provisions of the House amendment with technical amendments which limit its application to persons who are otherwise eligible for a training allowance under this act. The reference to other Federal acts is dropped. It is the intent of this subsection that if a State is reimbursed for paying unemployment compensation to trainees, that employers should not be charged with such unemployment compensation payments under the experience rating provisions of their laws, and that the trainees should not have their eligibility for unemployment compensation reduced on account of the payments they received during training.

Section 203(g) of the House amendment provided that a person who has received a training allowance or whose unemployment compensation payments were reimbursed under this act or any other Federal act could not receive a training allowance under this act for 1 year after the completion or other termination of the training with respect to which the allowance or payment was made. The Senate bill contained no comparable provision. The conference substitute adopts this provision of the House amendment with a technical amendment to limit its application to persons whose termination of training was not for good cause.

Section 203(h) of the House amendment prohibited training allowances for persons receiving training for an occupation which requires a training period of less than 6 days. The Senate bill contained no comparable provision. The conference substitute adopts this provision of the House amendment.

Section 204 of the House amendment authorized the Secretary of Labor to enter into agreements with States and State agencies for the purpose of carrying out his functions under title II. This section has been consolidated with section 304 and appears as section 206 of the conference substitute.

Section 205 of the House amendment authorized the Secretary of Labor to issue rules and regulations to carry out the provisions of title II. This section has been consolidated with section 305 and appears as section 207 of the conference substitute.

Section 206 of the House amendment authorized the appropriation of \$65,800,000 for the first fiscal year of the program, and \$110,667,000 for the second fiscal year, for carrying out title II of the House amendment. As explained before, the Senate bill did not segregate authorizations by titles. The conference substitute aggregates in one authorization the amounts for this title, the on-the-job training provisions, and the vocational education provisions.

Section 301 of the House amendment was the basic provision directing the Secretary of Labor to provide on-the-job training. It directed him to make maximum use of, among others, educational groups. The comparable Senate provision required the Secretary to provide whenever appropriate special programs for youths 16 years of age and over.

The conference substitute adopts the provisions of the Senate bill insofar as they relate to special programs for youths. It also directs the Secretary, to the maximum extent possible to secure the adoption

by States of training programs under this title. The reference to educational groups is stricken in conformity with the pattern of the bill which divorces the Secretary of Labor from any connection with traditional educational functions. The inclusion of language mentioning State programs stresses the desirability of the Secretary of Labor first seeking State agreements wherever States have existing programs for the purpose of achieving maximum coordination of efforts.

The provisions of subsection (b) of section 301 of the House amendment directed the Secretary of Labor to cooperate with the Secretary of Health, Education, and Welfare to coordinate on-the-job training programs with vocational educational programs conducted under the act. This provision has been dropped as a separate provision from the conference substitute in recognition of the provisions on cooperation contained in section 303. However, it should be understood that by this merger of provisions there was no intention to change the requirement that the Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs. The Senate bill contained a provision in section 204(d) to the effect that where on-the-job training programs require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor. This provision, which has no counterpart in the House amendment, is retained in the conference substitute as section 204(c).

Section 205 of the Senate bill provided for the appointment of a 10-member National Advisory Committee containing representatives of labor, management, agriculture, education and training, and the public. The Advisory Committee was directed to encourage and assist in the organization on a plant, community, regional, or industry basis, of labor-management-public committees and similar groups to further the purposes of the act and was permitted to assist such groups in effectuating the purposes of the act. It was specifically authorized to accept gifts and bequests. The House amendment contained no comparable provision. The conference substitute contains the provisions of the Senate bill in section 205 but also provides for the payment of per diem and travel expenses to members of the Committee. It also has a standard exemption from the conflict-of-interest laws for members of the Committee.

Section 303 of the House amendment directed the Secretary of Labor to make provision for supervision of on-the-job training programs conducted under the act to insure the quality of training, and provide for the adequacy of the various programs. The Senate bill contained no provision which was comparable in language to this section of the House amendment. The conference substitute drops this provision as being duplicative of the provisions contained in section 204(b).

Section 304 of the House amendment related to State agreements and, as explained above, has been merged with section 204 and appears as section 206 in the conference substitute.

Section 305 of the House amendment gives the Secretary of Labor authority to prescribe regulations to carry out title III. This provision has been consolidated with the like provision in title II and appears in the conference substitute as section 207.

Section 306 of the House amendment authorized the appropriation of \$2,800,000 for the first fiscal year of the program and \$4,800,000 for the second fiscal year, for carrying out title III of the House amendment. As explained before, the Senate amendment did not segregate authorizations by titles. The conference substitute aggregates in one provision the authorization for the provisions of the substitute which are comparable to the provisions included in titles II, III, and IV of the House amendment.

The Senate bill, in section 231, and the House amendment, in section 401, both direct the Secretary of Health, Education, and Welfare to enter into agreements with States under which the appropriate State vocational educational agency will provide training needed to equip individuals referred to it for the occupation specified in the referrals. The State agencies would provide the training through public educational agencies or institutions or, where they are inadequate, through private education or training institutions. In the case of any State which does not enter into an agreement under this section and in the case of any training which the State agency does not provide under the agreement, the Secretary of Health, Education, and Welfare will provide the needed training through public or private educational institutions. It is expected that wherever possible the many excellent private institutions will be utilized in the vocational educational programs provided by State agencies, or by the Secretary of Health, Education, and Welfare in cases in which a State has failed to enter into an agreement or in the case of any training program not provided under such agreement.

The Senate bill provided 50-50 State matching in the case of vocational education provided pursuant to State agreements except that for 2 years after the program got underway the Federal Government would pay 100 percent of the cost of carrying out the agreement with respect to unemployed individuals. The House amendment was the same except that the 100-percent payment with respect to unemployed individuals would continue for 18 months after the enactment of the act. In section 231 the conference substitute, in substance, adopts the provision of the Senate bill.

Section 402 of the House amendment related to cooperation between the Secretaries of Health, Education, and Welfare and Labor. This provision has been merged with other comparable provisions and appears in the conference substitute in section 303.

MISCELLANEOUS

Section 501 of the House amendment listed four factors which the Secretary of Labor must consider in allotting Federal expenditures among the States. The Senate bill listed substantially the same factors, but provided that he could consider only these factors. The conference substitute (in sec. 301) permits him to consider only the listed factors, but adds one additional. The additional factor is the average weekly unemployment compensation benefits paid by the States. The conference substitute also makes it clear that unused apportionments may be reapportioned.

Section 502(a) of the House amendment directed the Secretary of Labor, in the performance of his duties under the act, to use the available services or facilities of other Federal agencies. Each Federal

agency is directed to cooperate with the Secretary of Labor to the extent permitted by law and to furnish him the services and facilities he needs to perform his functions under this act. The Senate bill in section 303 contained a provision which was substantially the same. The conference substitute, in section 303(a), contains a provision similar to that in the House amendment except that the requirements of the provision are extended to include the Secretary of Health, Education, and Welfare.

The Senate bill contained a single authorization of an appropriation in section 304(a). It provided that the total amount of funds appropriated to carry out the act could not exceed \$90,000,000 for the first fiscal year, \$165,000,000 for the second fiscal year, and \$2,000,000 for each of the 2 succeeding fiscal years. The House amendment, as has been indicated, contained a separate authorization for each of the titles of the bill. The conference substitute contains a separate authorization for title I of the substitute, which corresponds to title I of the House bill. It also contains a separate authorization for title II of the substitute, which, in effect, lumps the appropriations for titles II, III, and IV of the House amendment into one appropriation. The conference substitute provides a separate authorization for title V. It should be noted that in each instance the Senate bill authorized appropriations for 4 years while the House amendment authorized appropriations for but 2 years. The conference substitute in each instance authorizes appropriations for 3 years.

The following is a summary of the appropriations authorized by the House amendment and those authorized by the conference substitute. For title I the House amendment authorized \$1,700,000 for fiscal 1963 and \$1,670,000 for fiscal 1964. For this title the conference substitute authorizes \$2,000,000 for fiscal 1963 and \$3,000,000 for fiscal 1964, and a like sum for fiscal 1965. The aggregate appropriations authorized by the House amendment for titles II, III, and IV were \$97,100,000 for fiscal 1963 and \$157,467 for fiscal 1964. The comparable appropriations authorized under the conference substitute, that is, for title II thereof, is \$100,000,000 for fiscal 1963, \$165,000,000 for fiscal 1964, and a like amount for fiscal 1965. The House amendment authorized \$1,600,000 for carrying out title V for fiscal 1963 and \$2,750,000 for fiscal 1964. The comparable authorization in the conference substitute, authorizes \$1,000,000 for fiscal 1963, 1964, and 1965.

In addition, the conference substitute authorizes the appropriation of \$5,000,000 for the purpose of planning and starting programs under this act between the date of its enactment and June 30, 1962. No referrals for training will be made under the act prior to the beginning of fiscal 1963.

The Senate bill provided in section 304(b) that equipment and teaching aids purchased with funds appropriated to carry out the vocational education provisions of the act will become property of the State. The House amendment contained no comparable provision. The conference substitute adopts this provision of the Senate bill as section 305(b).

Subsection (d) of section 304 of the Senate bill prohibited the use of funds appropriated to carry out the vocational education provisions of the act for the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable

for use in vocational education. Again, the House amendment contained no comparable provision and the conference substitute drops this provision of the Senate bill.

Subsection (e) of this section of the Senate bill provided that funds appropriated under the act will remain available for 1 fiscal year beyond that for which appropriated. The House amendment contained no comparable provision. The conference substitute adopts the provisions of the Senate bill.

Section 506 of the House amendment provided that programs under the act would be carried on for 2 fiscal years. The Senate bill provided that the programs should be carried on for 4 fiscal years. Section 310 of the conference substitute provides that such programs should be carried on for 3 fiscal years.

ADAM C. POWELL,
ELMER J. HOLLAND,
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No. 35

House of Representatives

The House met at 12 o'clock noon.

Rabbi Max M. Landman, Temple Beth El, West Palm Beach, Fla., offered the following prayer:

Eternal Father, Creator and destiny of all flesh, from the depth of my heart I thank Thee, and bless Thee for this spiritual honor accorded me, to stand in this citadel of justice, to invoke Thy blessing upon this healthy, strong, intelligent body called the House of Representatives.

This body makes up an impregnable fortress from where comes justice, faith, liberty, equality to the highest degree. Through Thy grace, O Lord, we have men and women who, like the prophets of old, lead the people on the right path.

May the hearts, minds, and souls of these leaders always remain healthy, normal, and like a strong chain, never to be broken, so that they may think, feel, and act justly and harmoniously for the benefit of all citizens of our blessed country, America, and for all men in Thy beautiful universe.

Bless the President of our great Republic, the Vice President, and members of the Cabinet. Bless the Speaker of this assembly, and also the Members of the Senate and the Justices of the Supreme Court. Give them wisdom equal to their physical strength, and courage equal to their responsibilities, so that they, too, will close their link of leadership in this great insoluble chain of liberty, justice, and freedom.

United we shall never permit our enemies from without and from within to destroy our faith and our democratic way of life. May Thy divine light flood the world with true brotherhood, and the sound of the Liberty Bell echo to the four corners of the earth, calling all men to walk side by side to the mountain of the Lord, and there build the temple of love, of faith, and of true peace.

Blessed be Thy name from this time forth and forevermore. And let us say, "Amen."

THE JOURNAL

The Journal of the proceedings of Thursday, March 8, 1962, was read and approved.

MESSAGE FROM THE SENATE

A message from the Senate by Mr. McGown, one of its clerks, announced that the Senate had passed a bill of the following title, in which the concurrence of the House is requested:

S. 1023. An act to amend the act of August 20, 1954 (68 Stat. 752), in order to provide for the construction, operation, and maintenance of additional features of the Talent division of the Rogue River Basin reclamation project, Oregon.

The message also announced that the Senate agrees to the amendment of the House, with an amendment, to the bill (S. 1969) entitled "An act to amend the Federal Aviation Act of 1958, as amended, to provide for supplemental air carriers, and for other purposes."

The message also announced that the Senate insists upon its amendment to the amendment of the House to the foregoing bill, requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. MONRONEY, Mr. SMATHERS, Mr. THURMOND, Mr. COTTON, and Mr. MORTON to be the conferees on the part of the Senate.

The message also announced that the Vice President has appointed Mr. JOHNSTON of South Carolina and Mr. CARLSON members of the Joint Select Committee on the part of the Senate, as provided for in the act of August 5, 1939, entitled "An act to provide for the disposition of certain records of the United States Government," for the disposition of executive papers referred to in the reports of the Archivist of the United States numbered 62-14.

MANPOWER TRAINING AND DEVELOPMENT ACT

Mr. HOLLAND submitted the following conference report and statement on the bill (S. 1991) relating to manpower requirements, resources, development, and utilization, and for other purposes:

CONFERENCE REPORT (H. REPT. No. 1416)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1991) relating to manpower requirements,

resources, development, and utilization, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment, insert the following: "That this Act may be cited as the 'Manpower Development and Training Act of 1962.'"

"TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT AND UTILIZATION

"Statement of Findings and Purpose

"SEC. 101. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate

the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

"Evaluation, Information, and Research"

"SEC. 102. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

"(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods for detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto;

"(2) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 104.

"(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of and providing useful work experience and training opportunities for untrained and inexperienced youth;

"(4) promote, encourage, or directly engage in programs of information and communication concerning manpower requirements, development, and utilization, including prevention and amelioration of undesirable manpower effects from automation and other technological developments and improvement of the mobility of workers; and

"(5) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

"Skill and Training Requirements"

"SEC. 103. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

"Manpower Report"

"SEC. 104. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

"TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS"

"Part A—Duties of the Secretary of Labor "General Responsibility"

"SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required.

"Selection of Trainees"

"SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under this Act those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall provide a special program for the testing, counseling, and selection of youths, sixteen years of age or older, for occupational training and further schooling. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

"(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall, to the maximum extent possible, also refer other persons qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to persons to be trained for skills needed within, first, the labor market area in which they reside and, second, within the State of their residence.

"(c) The Secretary of Labor shall determine the occupational training needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide counseling and placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred.

"(d) Before selecting a person for training, the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the person is to be trained. If such employment is not available in the area in which the person resides, the Secretary shall obtain reasonable assurance of such person's willingness to accept employment outside his area of residence.

"(e) The Secretary shall not refer persons for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation.

"(f) The duration of any training program to which a person is referred shall be reasonable and consistent with the occupation for which the person is being trained.

"(g) Upon certification by the responsible training agency that a person who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, the Secretary shall forthwith terminate his training and subsistence allowances, and his transportation allowances except such as may be necessary to enable him to return to his regular place of residence after termination of training, and

withdraw his referral. Such person shall not be eligible for such allowances for one year thereafter.

"Training Allowances"

"SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed persons selected for training pursuant to the provisions of section 202 and undergoing such training in a program operated pursuant to the provisions of this Act. Such payment shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided, however,* That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance, shall receive an allowance increased by the amount of such excess. With respect to Guam and the Virgin Islands the Secretary shall by regulation determine the amount of the training allowance to be paid any eligible person taking training under this Act.

"With respect to any week for which a person receives unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid to a person eligible for a training allowance under this Act. This supplemental training allowance shall not exceed the difference between his unemployment compensation and the average weekly unemployment compensation payment referred to above.

"For persons undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours.

"(b) The Secretary of Labor is authorized to pay to any person engaged in training under this title, including compensated full-time on-the-job training, such sums as he may determine to be necessary to defray transportation and subsistence expenses for separate maintenance of such persons when such training is provided in facilities which are not within commuting distance of their regular place of residence: *Provided,* That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding \$35 per week, at the rate of \$5 per day; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

"(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than three years of experience in gainful employment and are either heads of families, or heads of households as defined in the Internal Revenue Code of 1954, except that he may pay

training allowances at a rate not exceeding \$20 a week to youths over nineteen but under twenty-two years of age where such allowances are necessary to provide them occupational training, but not more than 5 per centum of the estimated total training allowances paid annually under this section may be paid to such youths.

"(d) After June 30, 1964, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 50 per centum of the amount of such payments.

"(e) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

"(f) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

"(g) Any agreement under this section may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of persons for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

"(h) If State unemployment compensation payments are paid to a person taking training under this Act and eligible for a training allowance, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

"(i) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination (for other than good cause) of the training with respect to which such allowance or payment was made.

"(j) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

"On-the-Job Training

"SEC. 204. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip persons selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by the States and by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct

effective training programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

"(b) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

"(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

"(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

"(3) that adequate and safe facilities, and adequate personnel and records of attendance and progress are provided and

"(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

"(c) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

"National Advisory Committee

"SEC. 205. (a) The Secretary shall appoint a National Advisory Committee which shall consist of 10 members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

"(b) The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.

"(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.

"(d) Appointed members of the Committee shall be paid compensation at the rate of \$50 per diem when engaged in the work of the Committee, including travel time, and shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 73b-2) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

"(e) (1) Any member of the Committee is hereby exempted, with respect to such appointment, from the operation of sections 281, 283, and 1914 of title 18 of the United States Code, and section 190 of the Revised Statutes (5 U.S.C. 99), except as otherwise specified in paragraph (2) of this subsection.

"(2) The exemption granted by paragraph (1) of this subsection shall not extend—

"(A) to the receipt or payment of salary in connection with the appointee's Government service from any source other than the private employer of the appointee at the time of his appointment, or

"(B) during the period of such appointment, to the prosecution or participation in the prosecution, by any person so appointed, of any claim against the Government involving any matter with which such person, dur-

ing such period, is or was directly connected by reason of such appointment.

"State Agreements

"SEC. 206. (a) The Secretary of Labor is authorized to enter into an agreement with each State, or with the appropriate agency of each State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may make payments to such State or appropriate agency for expenses incurred for such purposes.

"(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary.

"Rules and Regulations

"SEC. 207. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

"Part B—Duties of the Secretary of Health, Education, and Welfare

"General Responsibility

"SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training needed to equip persons referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals. Such State agencies shall provide for such training through public educational agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. The State agency shall be paid 50 per centum of the cost to the State of carrying out the agreement, except that for the period ending June 30, 1964, the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons. Such agreements shall contain such other provisions as will promote effective administration (including provision (1) for reports on the attendance and performance of trainees, (2) for immediate certification to the Secretary of Labor by the responsible training agency with respect to each person referred for training who does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, and (3) for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

"Rules and Regulations

"SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

"TITLE III—MISCELLANEOUS

"Apportionment of Benefits

"SEC. 301. For the purpose of effecting an equitable apportionment of Federal expendi-

tures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State, and (5) the average weekly unemployment compensation benefits paid by the State. The Secretary of Labor and the Secretary of Health, Education, and Welfare are authorized to make reapportionments from time to time where the total amounts apportioned under this section have not been fully obligated in a particular State, or where the State or appropriate agencies in the State have not entered into the necessary agreements, and the Secretaries find that any other State is in need of additional funds to carry out the programs authorized by this Act.

"Maintenance of State Effort"

"SEC. 302. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

"Other Agencies and Departments"

"SEC. 303. (a) In the performance of their functions under this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and the Secretary of Health, Education, and Welfare and, to the extent permitted by law, to provide such services and facilities as either may request for his assistance in the performance of his functions under this Act.

"(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall carry out their responsibilities under this Act through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

"Appropriations Authorized"

"SEC. 304. (a) There are hereby authorized to be appropriated \$2,000,000 for the fiscal year ending June 30, 1963, \$3,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title I.

"(b) There are hereby authorized to be appropriated \$97,000,000 for the fiscal year

ending June 30, 1963, \$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

"(c) There are hereby authorized to be appropriated \$1,000,000 for the fiscal year ending June 30, 1963, \$1,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title III.

"(d) There are hereby authorized to be appropriated \$5,000,000 for the fiscal year ending June 30, 1962, for planning and starting programs under this Act.

"Limitations on Use of Appropriated Funds"

"SEC. 305. (a) Funds appropriated under the authorization of this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

"(b) Any equipment and teaching aids purchased by a State or local vocational education agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

"(c) No portion of the funds to be used under part B of this Act shall be appropriated directly or indirectly to the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in training under part B.

"(d) Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated.

"Authority To Contract"

"SEC. 306. (a) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

"(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that assistance will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

"Selection and Referral"

"SEC. 307. The selection of persons for training under this Act and for placement of such persons shall not be contingent upon such person's membership or nonmembership in a labor organization.

"Definition"

"SEC. 308. For the purposes of this Act, the term 'State' includes the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

"Secretaries' Reports"

"SEC. 309. (a) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under title I and part A of title II, including the number of persons trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who

have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.

"(b) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under part B of title II, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

"Termination of Authority"

"SEC. 310. (a) All authority conferred under title II of this Act shall terminate at the close of June 30, 1965.

"(b) Notwithstanding the foregoing, the termination of title II shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment or other obligation entered into prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under title II of this Act after December 30, 1965.

"And the House agree to the same."

ADAM C. POWELL,
ELMER J. HOLLAND
JAMES G. O'HARA,
NEAL SMITH,
CHARLES S. JOELSON,
CARROLL D. KEARNS,
CHARLES E. GOODELL,
PETER A. GARLAND,

Managers on the Part of the House.

JOSEPH S. CLARK,
JENNINGS RANDOLPH,
PAT McNAMARA,
CLAIBORNE PELL,
WINSTON L. PROUTY,
MAURICE J. MURPHY, Jr.

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 991) relating to manpower requirements, resources, development, and utilization, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House amendment struck out all of the Senate bill after the enacting clause and inserted a new text. The Senate recedes from its disagreement to the amendment of the House, with an amendment which is a substitute for both the Senate bill and the House amendment. The differences between the House amendment and the substitute agreed upon in conference are described in this statement, except for incidental, minor, and clarifying changes. These differences are taken up in the order in which they appear in the House amendment.

MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION

Section 103(1) of the House amendment provided for research through the Secretary of Labor on matters involving manpower requirements, developments, and utilization. This provision was dropped from the conference substitute in view of the provisions for research provided in section 102(5) of such substitute.

Section 104 of the House amendment provided that in order to encourage the mobility of labor, to determine the impediments to such mobility, and to evaluate methods of improving the mobility of labor, the Secretary of Labor must make certain studies and must promote the development and adoption of equitable practices which

improve the mobility of workers. The section also provided that the Secretary must establish a program of factual studies of practices of employers and unions which impede or facilitate mobility of labor, including among other subjects the operation of seniority systems. The Secretary was directed to include a report on these studies in the manpower report provided for in section 105 of the House amendment (sec. 104 of the conference substitute). The Senate bill did not include anything requiring the Secretary of Labor to promote the mobility of labor; it did, however, contain a provision (in sec. 103(2)) for factual studies which was like the House provision on studies, except that it did not require a study of the operation of seniority systems or require the inclusion of material in a report as was required by the House provision. The conference substitute in this respect is the same as the House amendment except that "affect" is substituted for "impede" and "facilitate", and the reference to seniority systems is omitted. In including the requirement that the Secretary make a report on these studies, it is the intention of the conferees that the report should not include recommendations which might affect free collective bargaining.

Section 107 of the House amendment authorized the appropriation of \$1,770,000 for the first fiscal year of the program and \$1,670,000 for the second year, for carrying out title I. The Senate bill did not segregate the authorizations for this title out of the general authorization provided in section 304(a). The conference substitute, in section 304(a), authorizes the appropriation of \$2,000,000 to carry out this title during fiscal 1963 and \$3,000,000 for each of the next 2 fiscal years. These additional sums reflect adjustments made in the authorizations originally provided in title V of the House amendment.

TRAINING AND SKILL DEVELOPMENT PROGRAMS

Section 201(b) of the House amendment directed the Secretary of Labor to carry out his responsibilities under title II of the House amendment through maximum utilization of all resources for skill development available in all training institutions, in Federal, State, and local public agencies and institutions, and in private organizations and facilities. The Senate bill did not contain this provision. The conference substitute included this provision as section 303(b), with an amendment making it also applicable to the responsibilities of the Secretary of Health, Education, and Welfare. This provision is in the nature of a general instruction to the Secretary of Health, Education, and Welfare, and in no way affects the specific instructions regarding agreements with States which are set forth in section 231 of the conference substitute.

Section 202(a) of the House amendment provided that in connection with the programs for the testing, counseling, and selection of persons for training under the act, he should provide for a special program for the testing and counseling of youths 16 years of age or older, and for the selection of those for whom occupational training is indicated. The Senate bill provided for the counseling and selection of such youths for occupational training and further schooling. The conference substitute is like the Senate amendment. The inclusion of the words "further schooling" does not indicate that the Secretary of Labor is to handle matters affecting classroom instruction; those words merely recognize the growing emphasis on work-study programs.

Subsection (b) of section 202 of the House amendment directed the Secretary of Labor to extend priority in referral for training to persons to be trained for skills needed in the area of their residence. The comparable Senate bill provision extended such a priority to persons to be trained for skills

needed in the State of their residence. The conference substitute provides that such priority shall be extended to persons to be trained for skills needed within, first, the labor market area in which they reside, and, second, the State of their residence.

The Senate bill, in section 202(c), directed the Secretary of Labor to determine the occupational training needs for referred persons, to provide for their selection and referral for training, and provide them with placement services after their training is completed. The House amendment contained no provision which was entirely comparable, but it did provide in section 202(g) that the Secretary of Labor should provide placement services for individuals who have completed training as well as counseling services to such individuals for an appropriate period after they have been placed. The conference substitute adopts the provision of the Senate bill but with the addition of the words "and counseling" after "placement," so that the subsection as thus amended will be as broad as section 202(g) of the House amendment.

Subsection (f) of section 202 of the House amendment relates to termination of allowances when the trainee does not have a satisfactory attendance record or is not making satisfactory progress, absent good cause. The Senate bill contained no comparable provision. Section 202(g) conference substitute is the same as the House amendment except for the deletion of the comma before "absent" in order to make it clear that the determination of the absence or presence of "good cause" is to be the responsibility of the training agency and not of the Secretary of Labor.

The first paragraph of section 203(a) of the House amendment (relating to weekly training allowances) specifically included the District of Columbia, Puerto Rico, and the Virgin Islands within the meaning of the word "State" for the purposes of the act. The Senate amendment contained a definition of "State" for the purposes of section 301, which added Guam to the above list. The conference substitute adopts the procedure of defining the term "State" for purposes of the entire act in section 308. This definition includes not only the District of Columbia, Puerto Rico, and the Virgin Islands, but also Guam. At the end of this paragraph the substitute inserts a new provision giving the Secretary of Labor power, by regulation, to determine the amount of training allowance to be paid eligible persons taking training in Guam and the Virgin Islands. This provision is inserted because unemployment compensation payments are not made in Guam and the Virgin Islands.

The second paragraph of the House amendment provided that where an individual receives unemployment compensation which is less than the average weekly unemployment compensation for a week of total unemployment in the State making the payment, a supplemental training allowance may be paid. The supplemental training allowance would be the difference between his unemployment compensation and the average weekly compensation payment referred to above. The Senate bill contained no such provision. The conference substitute adopts this provision of the House amendment with a technical amendment making it clear that supplemental training allowances may be paid only to persons who would be eligible for a training allowance.

The House amendment provided, in the third paragraph of section 203(a), for a limitation on the training allowance of persons undergoing on-the-job training so that the training allowance, when added to the amounts received from the employer, would not exceed the average weekly unemployment compensation payment referred to above. This provision has been deleted from

the conference substitute so that the limitations on training allowances will be the same for persons undergoing on-the-job training as they are for persons undergoing vocational training.

Section 203(b) of the House amendment permitted the Secretary of Labor to supplement training allowances to the extent necessary to defray the actual and necessary transportation expenses of trainees, and, when the training was provided in facilities which were not within commuting distance of their regular place of residence, to defray actual and necessary transportation and subsistence expenses for separate maintenance for such individuals. It limited the subsistence expenses to the rate of \$35 a week and the transportation expenditures to the rate of 10 cents a mile. The Senate bill permitted the Secretary to supplement weekly training allowances by amounts necessary to defray transportation and subsistence expenses of trainees when training was provided and facilities which were not within commuting distances of their regular place of residence. It limited subsistence and travel expense allowances in the same manner as did the House, but it contained an exception under which the Secretary could prescribe conditions under which reimbursement for expenses could be authorized on an actual expense basis. The conference substitute, in section 203(b), permits the Secretary of Labor to pay trainees such sums as may be determined to be necessary to defray transportation and subsistence expenses for such trainees when such training is provided at facilities which are not within commuting distance of their regular place of residence. The Secretary is prohibited from affording any individual an allowance exceeding \$35 a week (at the rate of \$5 per day) and from authorizing any transportation expenditure exceeding the rate of 10 cents a mile.

Both the Senate bill and the House amendment limited training allowances to unemployed persons having more than 3 years of experience in gainful employment who are heads of families or heads of households. The Senate bill contained an exception which would permit the Secretary of Labor, if he finds that such training allowances are necessary to provide occupational training to youths over 16 but under 20 years, to pay such training allowances, but only to the extent of 5 percent of the total allowances paid under the act. The House amendment contained no such exception. The substitute agreed upon in conference contains, in section 203(c), an exception that permits the Secretary to pay training allowances at a rate not to exceed \$20 a week to youths in their 19th, 20th, and 21st years where such allowances are necessary to provide them occupational training, but not more than 5 percent of the estimated total training allowances paid annually under the section could be paid to such youths.

The Senate bill, in section 203(d), provided for dollar-for-dollar State matching of training allowances after the first 2 fiscal years of the program. The comparable provision of the House amendment required such matching after the first 18 months of the program. The substitute agreed upon in conference is the same as the Senate bill.

Section 203(d) of the House amendment denied training allowances to persons who have received or are eligible for unemployment compensation with respect to the week for which the payment would be made. The Senate bill contained a provision which was comparable, except that it denied such training allowances to persons who are seeking unemployment compensation with respect to such a week, instead of to those who are eligible for it. The conference substitute adopts (in sec. 203(e)) the provision of the Senate bill.

The House amendment provided in section 203(f) that if unemployment compensation payments are paid to an individual taking

training under the act, or under any other Federal act, the State making the payments would be reimbursed. The amount of the reimbursement would be determined by the Secretary of Labor on the basis of reports furnished him by the States and the amount so reimbursed would then be placed in the State's unemployment trust fund account. The Senate bill contained no comparable provision. The conference substitute adopts the provisions of the House amendment with technical amendments which limit its application to persons who are otherwise eligible for a training allowance under this act. The reference to other Federal acts is dropped. It is the intent of this subsection that, if a State is reimbursed for paying unemployment compensation to trainees, that employers should not be charged with such unemployment compensation payments under the experience rating provisions of their laws, and that the trainees should not have their eligibility for unemployment compensation reduced on account of the payments they received during training.

Section 203(g) of the House amendment provided that a person who has received a training allowance or whose unemployment compensation payments were reimbursed under this act or any other Federal act could not receive a training allowance under this act for 1 year after the completion or other termination of the training with respect to which the allowance or payment was made. The Senate bill contained no comparable provision. The conference substitute adopts this provision of the House amendment with a technical amendment to limit its application to persons whose termination of training was not for good cause.

Section 203(h) of the House amendment prohibited training allowances for persons receiving training for an occupation which requires a training period of less than 6 days. The Senate bill contained no comparable provision. The conference substitute adopts this provision of the House amendment.

Section 204 of the House amendment authorized the Secretary of Labor to enter into agreements with States and State agencies for the purpose of carrying out his functions under title II. This section has been consolidated with section 304 and appears as section 206 of the conference substitute.

Section 205 of the House amendment authorized the Secretary of Labor to issue rules and regulations to carry out the provisions of title II. This section has been consolidated with section 305 and appears as section 207 of the conference substitute.

Section 206 of the House amendment authorized the appropriation of \$65,800,000 for the first fiscal year of the program, and \$110,667,000 for the second fiscal year, for carrying out title II of the House amendment. As explained before, the Senate bill did not segregate authorizations by titles. The conference substitute aggregates in one authorization the amounts for this title, the on-the-job training provisions, and the vocational education provisions.

Section 301 of the House amendment was the basic provision directing the Secretary of Labor to provide on-the-job training. It directed him to make maximum use of, among others, educational groups. The comparable Senate provision required the Secretary to provide whenever appropriate special programs for youths 16 years of age and over.

The conference substitute adopts the provisions of the Senate bill insofar as they relate to special programs for youths. It also directs the Secretary, to the maximum extent possible to secure the adoption by States of training programs under this title. The reference to educational groups is stricken in conformity with the pattern of the bill which divorces the Secretary of Labor from any connection with traditional educational functions. The inclusion of

language mentioning State programs stresses the desirability of the Secretary of Labor first seeking State agreements wherever States have existing programs for the purpose of achieving maximum coordination of efforts.

The provisions of subsection (b) of section 301 of the House amendment directed the Secretary of Labor to cooperate with the Secretary of Health, Education, and Welfare to coordinate on-the-job training programs with vocational educational programs conducted under the act. This provision has been dropped as a separate provision from the conference substitute in recognition of the provisions on cooperation contained in section 303. However, it should be understood that by this merger of provisions there was no intention to change the requirement that the Secretary of Labor shall cooperate with the Secretary of Health, Education, and Welfare in coordinating on-the-job training programs with vocational educational programs. The Senate bill contained a provision in section 204(d) to the effect that where on-the-job training programs require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor. This provision, which has no counterpart in the House amendment, is retained in the conference substitute as section 204(c).

Section 205 of the Senate bill provided for the appointment of a 10-member National Advisory Committee containing representatives of labor, management, agriculture, education and training, and the public. The Advisory Committee was directed to encourage and assist in the organization on a plant, community, regional, or industry basis, of labor-management-public committees and similar groups to further the purposes of the act and was permitted to assist such groups in effectuating the purposes of the act. It was specifically authorized to accept gifts and bequests. The House amendment contained no comparable provision. The conference substitute contains the provisions of the Senate bill in section 205 but also provides for the payment of per diem and travel expenses to members of the Committee. It also has a standard exemption from the conflict-of-interest laws for members of the Committee.

Section 303 of the House amendment directed the Secretary of Labor to make provision for supervision of on-the-job training programs conducted under the act to insure the quality of training, and provide for the adequacy of the various programs. The Senate bill contained no provision which was comparable in language to this section of the House amendment. The conference substitute drops this provision as being duplicative of the provisions contained in section 204(b).

Section 304 of the House amendment related to State agreements and, as explained above, has been merged with section 204 and appears as section 206 in the conference substitute.

Section 305 of the House amendment gives the Secretary of Labor authority to prescribe regulations to carry out title III. This provision has been consolidated with the like provision in title II and appears in the conference substitute as section 207.

Section 306 of the House amendment authorized the appropriation of \$2,800,000 for the first fiscal year of the program and \$4,800,000 for the second fiscal year, for carrying out title III of the House amendment. As explained before, the Senate amendment did not segregate authorizations by titles. The conference substitute aggregates in one provision the authorization for the provisions of the substitute which are comparable to the provisions included in titles II, III, and IV of the House amendment.

The Senate bill, in section 231, and the House amendment, in section 401, both direct the Secretary of Health, Education, and Welfare to enter into agreements with States under which the appropriate State vocational educational agency will provide training needed to equip individuals referred to it for the occupation specified in the referrals. The State agencies would provide the training through public educational agencies or institutions or, where they are inadequate, through private education or training institutions. In the case of any State which does not enter into an agreement under this section and in the case of any training which the State agency does not provide under the agreement, the Secretary of Health, Education, and Welfare will provide the needed training through public or private educational institutions. It is expected that wherever possible the many excellent private institutions will be utilized in the vocational educational programs provided by State agencies, or by the Secretary of Health, Education, and Welfare in cases in which a State has failed to enter into an agreement or in the case of any training program not provided under such agreement.

The Senate bill provided 50-50 State matching in the case of vocational education provided pursuant to State agreements except that for 2 years after the program got underway the Federal Government would pay 100 percent of the cost of carrying out the agreement with respect to unemployed individuals. The House amendment was the same except that the 100-percent payment with respect to unemployed individuals would continue for 18 months after the enactment of the act. In section 231 the conference substitute, in substance, adopts the provision of the Senate bill.

Section 402 of the House amendment related to cooperation between the Secretaries of Health, Education, and Welfare and Labor. This provision has been merged with other comparable provisions and appears in the conference substitute in section 303.

MISCELLANEOUS

Section 501 of the House amendment listed four factors which the Secretary of Labor must consider in allotting Federal expenditures among the States. The Senate bill listed substantially the same factors, but provided that he could consider only these factors. The conference substitute (in sec. 301) permits him to consider only the listed factors, but adds one additional. The additional factor is the average weekly unemployment compensation benefits paid by the States. The conference substitute also makes it clear that unused apportionments may be reapportioned.

Section 502(a) of the House amendment directed the Secretary of Labor, in the performance of his duties under the act, to use the available services or facilities of other Federal agencies. Each Federal agency is directed to cooperate with the Secretary of Labor to the extent permitted by law and to furnish him the services and facilities he needs to perform his functions under this act. The Senate bill in section 303 contained a provision which was substantially the same. The conference substitute, in section 303(a), contains a provision similar to that in the House amendment except that the requirements of the provision are extended to include the Secretary of Health, Education, and Welfare.

The Senate bill contained a single authorization of an appropriation in section 304(a). It provided that the total amount of funds appropriated to carry out the act could not exceed \$90,000,000 for the first fiscal year, \$165,000,000 for the second fiscal year, and \$2,000,000 for each of the 2 succeeding fiscal years. The House amendment, as has been indicated, contained a separate authoriza-

tion for each of the titles of the bill. The conference substitute contains a separate authorization for title I of the substitute, which corresponds to title I of the House bill. It also contains a separate authorization for title II of the substitute, which, in effect, lumps the appropriations for titles II, III, and IV of the House amendment into one appropriation. The conference substitute provides a separate authorization for title V. It should be noted that in each instance the Senate bill authorized appropriations for 4 years while the House amendment authorized appropriations for but 2 years. The conference substitute in each instance authorizes appropriations for 3 years.

The following is a summary of the appropriations authorized by the House amendment and those authorized by the conference substitute. For title I the House amendment authorized \$1,700,000 for fiscal 1963 and \$1,670,000 for fiscal 1964. For this title the conference substitute authorizes \$2,000,000 for fiscal 1963 and \$3,000,000 for fiscal 1964, and a like sum for fiscal 1965. The aggregate appropriations authorized by the House amendment for titles II, III, and IV were \$97,100,000 for fiscal 1963 and \$157,467 for fiscal 1964. The comparable appropriations authorized under the conference substitute, that is, for title II thereof, is \$100,000,000 for fiscal 1963, \$165,000,000 for fiscal 1964, and a like amount for fiscal 1965. The House amendment authorized \$1,600,000 for carrying out title V for fiscal 1963 and \$2,750,000 for fiscal 1964. The comparable authorization in the conference substitute, authorizes \$1,000,000 for fiscal 1963, 1964, and 1965.

In addition, the conference substitute authorizes the appropriation of \$5,000,000 for the purpose of planning and starting programs under this act between the date of its enactment and June 30, 1962. No referrals for training will be made under the act prior to the beginning of fiscal 1963.

The Senate bill provided in section 304(b) that equipment and teaching aids purchased with funds appropriated to carry out the vocational education provisions of the act will become property of the State. The House amendment contained no comparable provision. The conference substitute adopts this provision of the Senate bill as section 305(b).

Subsection (d) of section 304 of the Senate bill prohibited the use of funds appropriated to carry out the vocational education provisions of the act for the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in vocational education. Again, the House amendment contained no comparable provision and the conference substitute drops this provision of the Senate bill.

Subsection (e) of this section of the Senate bill provided that funds appropriated under the act will remain available for 1 fiscal year beyond that for which appropriated. The House amendment contained no comparable provision. The conference substitute adopts the provisions of the Senate bill.

Section 506 of the House amendment provided that programs under the act would be carried on for 2 fiscal years. The Senate bill provided that the programs should be carried on for 4 fiscal years. Section 310 of the conference substitute provides that such programs should be carried on for 3 fiscal years.

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Managers on the Part of the House.

WELFARE AND PENSION PLANS DISCLOSURE ACT

Mr. HOLLAND submitted the following conference report and statement on the bill (H.R. 8723) Welfare and Pension Plans Disclosure Act:

CONFERENCE REPORT (H. REPT. NO. 1417)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 8723) to amend the Welfare and Pension Plans Disclosure Act with respect to the method of enforcement and to provide certain additional sanctions, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following: "That this Act may be cited as the 'Welfare and Pension Plans Disclosure Act Amendments of 1962'."

"SEC. 2. The first line of section 3 of the Welfare and Pension Plans Disclosure Act is amended by striking out '(a)'."

"SEC. 3. Paragraph (1) of section 3 of such Act is amended by striking out the word 'to' after the word 'communicated'."

"SEC. 4. Paragraph (9) of section 3 of such Act is amended to read as follows:

"(9) The term 'State' includes any State of the United States, the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa, Guam, Wake Island, the Canal Zone, and Outer Continental Shelf lands defined in the Outer Continental Shelf Lands Act (43 U.S.C. 1331-1343)."

"SEC. 5. Section 3 of such Act is further amended by striking out paragraph (11) and adding the following new paragraphs (11), (12), and (13):

"(11) The term 'industry or activity affecting commerce' means any activity, business, or industry in commerce or in which a labor dispute would hinder or obstruct commerce or the free flow of commerce and includes any activity or industry 'affecting commerce' within the meaning of the Labor-Management Relations Act, 1947, as amended, or the Railway Labor Act, as amended.

"(12) The term 'Secretary' means the Secretary of Labor.

"(13) The term 'party in interest' means any administrator, officer, trustee, custodian, counsel, or employee of any employee welfare benefit plan or employee pension benefit plan, or a person providing benefit plan services to any such plan, or an employer any of whose employees are covered by such a plan or officer or employee or agent of such employer, or an officer or agent or employee of an employee organization having members covered by such plan.

"SEC. 6. Paragraphs (3) and (4) of subsection (b) of section 4 of such Act are amended to read as follows:

"(3) such plan is administered by an organization which is exempt from taxation under the provisions of section 501(a) of the Internal Revenue Code of 1954 and is administered as a corollary to membership in a fraternal benefit society described in section 501(c) (8) of such Code or by organizations described in sections 501(c) (3) and 501(c) (4) of such Code: *Provided*, That the provisions of this paragraph shall not exempt any plan administered by a fraternal benefit society or organization which represents its members for purposes of collective bargaining; or

"(4) such plan covers not more than twenty-five participants."

"SEC. 7. Subsection (a) of section 5 of such Act is amended by striking out the last sentence thereof and inserting in lieu

thereof the following: 'Such description and such report shall contain the information required by sections 6 and 7 of this Act in such form and detail as the Secretary shall by regulations prescribe and copies thereof shall be executed, published, and filed in accordance with the provisions of this Act and the Secretary's regulations thereunder. No regulation shall be issued under the preceding sentence which relieves any administrator of the obligation to include in such description or report any information relative to his plan which is required by section 6 or 7. Notwithstanding the foregoing, if the Secretary finds, on the record after giving interested persons an opportunity to be heard, that specific information on plans of certain kinds or on any class or classes of benefits described in section 3 (1) and (2) which are provided by such plans cannot, in the normal method of operation of such plans, be practicably ascertained or made available for publication in the manner or for the period prescribed in any provision of this Act, or that the information if published in such manner or for such period would be duplicative or uninformative, the Secretary may by regulations prescribe such other manner or such other period for the publication of such information as he may determine to be necessary and appropriate to carry out the purposes of this Act.'

"SEC. 8. Subsection (b) of section 6 of such Act is amended by adding at the end thereof the following new sentence: 'Any change in the information required by this subsection shall be reported to the Secretary within sixty days after the change has been effectuated.'

"SEC. 9. (a) Section 7(a) of such Act is amended by inserting after the word 'plan' the second time it appears the following: 'if it covers one hundred or more participants. However, the Secretary, after investigation, may require the administrator of any plan otherwise covered by the Act to publish such report when necessary and appropriate to carry out the purposes of the Act', and by striking out 'twenty' both times it appears and inserting in lieu thereof 'fifty'."

"(b) Section 7(b) of such Act is amended by striking out the first sentence of the second paragraph and inserting in lieu thereof the following: 'The amount contributed by each employer; the amount contributed by the employees; the amount of benefits paid or otherwise furnished; the number of employees covered; a statement of assets specifying the total amount in each of the following types of assets: cash, Government bonds, non-Government bonds and debentures, common stocks, preferred stocks, common trust funds, real estate loans and mortgages, operated real estate, other real estate, and other assets; a statement of liabilities, receipts, and disbursements of the plan; a detailed statement of the salaries and fees and commissions charged to the plan, to whom paid, in what amount, and for what purposes. The Secretary, when he has determined that an investigation is necessary in accordance with section 9(d) of this Act, may require the filing of supporting schedules of assets and liabilities.'

"(c) Section 7(b) is further amended by adding at the end thereof the following new sentence: 'In the case of reports sworn to, but not certified, the Secretary, when he determines that it may be necessary to investigate the plan in accordance with section 9(d) of this Act, shall, prior to investigation by the Department of Labor, require certification of the report by an independent certified or licensed public accountant.'

"SEC. 10. Subparagraph (B) of paragraph (1) of subsection (f) of section 7 of such Act is amended by striking out 'summary' and by striking out 'broken down by types, such as cash investments in governmental obligations, investments in nongovernmental bonds, and investments in corporate stocks' and inserting in lieu thereof the following: 'as required by section 7(b)'."

"Sec. 11. Subparagraph (C) of paragraph (1) of subsection (f) of section 7 of such Act is amended by striking out 'total fund' and inserting 'total funds', by striking out 'by reason of being an officer, trustee, or employee of such fund', and by striking out 'listed at their aggregate cost or present value, whichever is lower' and inserting in lieu thereof 'valued as provided in subparagraph (B)'."

"Sec. 12. Subparagraph (D) of paragraph (1) of subsection (f) of section 7 of such Act is amended by striking out the words 'by reason of being an officer, trustee, or employee of such fund'."

"Sec. 13. Section 7 of such Act is amended by adding thereto the following new subsections (g) and (h):

"(g) If some or all of the benefits under the plan are provided by an insurance carrier or service or other organization, such carrier or organization shall certify to the administrator of such plan, within one hundred and twenty days after the end of each calendar, policy, and other fiscal year, as the case may be, such reasonable information determined by the Secretary to be necessary to enable such administrator to comply with the requirements of this Act.

"(h) The Secretary shall prescribe by general rule simplified reports for plans which he finds that by virtue of their size or otherwise a detailed report would be unduly burdensome, but the Secretary may revoke such provisions for simplified forms for any plan if the purposes of the Act would be served thereby."

"Sec. 14. Section 8(a)(2) of such Act is amended by striking out 'a summary' and inserting in lieu thereof 'an adequate summary'."

"Sec. 15. (a) Section 9(a) of such Act is amended by striking out 'of sections 5 or 8' and inserting before the period the words 'or both'."

"(b) Section 9 of such Act is amended by striking out subsections (d) and (e) and inserting in lieu thereof the following new subsections:

"(d) The Secretary may, after first requiring certification in accordance with section 7(b), upon complaint of violation not satisfied by such certification, or on his own motion, when he continues to have reasonable cause to believe investigation may disclose violations of this Act, make such investigations as he deems necessary, and may require or permit any person to file with him a statement in writing, under oath or otherwise, as to all the facts and circumstances concerning the matter to be investigated.

"(e) For the purposes of any investigation provided for in this Act, the provisions of sections 9 and 10 (relating to the attendance of witnesses and the production of books, records, and documents) of the Federal Trade Commission Act of September 16, 1914, as amended (15 U.S.C. 49, 50), are hereby made applicable to the jurisdiction, powers, and duties of the Secretary or any officers designated by him.

"(f) Whenever it shall appear to the Secretary that any person is engaged in any violation of the provisions of this Act, he may in his discretion bring an action in the proper district court of the United States or United States court of any place subject to the jurisdiction of the United States, to enjoin such acts or practices, and upon a proper showing a permanent or temporary injunction or restraining order shall be granted.

"(g) The United States district courts and the United States courts of any place subject to the jurisdiction of the United States shall have jurisdiction, for cause shown, to restrain violations of this Act.

"(h) Nothing contained in this Act shall be so construed or applied as to authorize the Secretary to regulate, or interfere in the management of, any employee welfare or

pension benefit plan, except that the Secretary may inquire into the existence and amount of investments, actuarial assumptions, or accounting practices only when it has been determined that investigation is required in accordance with section 9(d) of this Act.

"(i) The Secretary shall immediately forward to the Attorney General or his representative any information coming to his attention in the course of the administration of this Act which may warrant consideration for criminal prosecution under the provisions of this Act or other Federal law."

"Sec. 16. (a) Such Act is further amended by renumbering sections 10, 11, and 12 as sections 16, 17, and 18, respectively, and by adding the following new sections to the Act:

"REPORTS MADE PUBLIC INFORMATION

"Sec. 10. The contents of the descriptions and regular annual reports filed with the Secretary pursuant to this Act shall be public information, and the Secretary, where to do so would protect the interests of participants or beneficiaries of a plan, may publish any such information and data. The Secretary may use the information and data for statistical and research purposes, and compile and publish such studies, analyses, reports, and surveys based thereon as he may deem appropriate.

"RETENTION OF RECORDS

"Sec. 11. Every person required to file any description or report or to certify any information therefor under this Act shall maintain records on the matters of which disclosure is required which will provide in sufficient detail the necessary basic information and data from which the documents thus required may be verified, explained, or clarified, and checked for accuracy and completeness, and shall include vouchers, worksheets, receipts, and applicable resolutions, and shall keep such records available for examination for a period of not less than five years after the filing of the documents based on the information which they contain.

"RELIANCE ON ADMINISTRATIVE INTERPRETATIONS AND FORMS

"Sec. 12. In any action or proceeding based on any act or omission in alleged violation of this Act, no person shall be subject to any liability or punishment for or on account of the failure of such person to (1) comply with any provision of this Act if he pleads and proves that the act or omission complained of was in good faith, in conformity with, and in reliance on any written interpretation or opinion of the Secretary, or (2) publish and file any information required by any provision of this Act if he pleads and proves that he published and filed such information in good faith, on the description and annual report forms prepared by the Secretary and in conformity with the instructions of the Secretary issued under this Act regarding the filing of such forms. Such a defense, if established, shall be a bar to the action or proceeding, notwithstanding that (A) after such act or omission, such interpretation or opinion is modified or rescinded or is determined by judicial authority to be invalid or of no legal effect, or (B) after publishing or filing the description and annual reports, such publication or filing is determined by judicial authority not to be in conformity with the requirements of this Act.

"BONDING

"Sec. 13. (a) Every administrator, officer and employee of any employee welfare benefit plan or of any employee pension benefit plan subject to this Act who handles funds or other property of such plan shall be bonded as herein provided; except that, where such plan is one under which the only assets from which benefits are paid are the general assets of a union or of an employer, the administrator, officers and em-

ployees of such plan shall be exempt from the bonding requirements of this section. The amount of such bond shall be fixed at the beginning of each calendar, policy, or other fiscal year, as the case may be, which constitutes the reporting year of such plan. Such amount shall be not less than 10 per centum of the amount of funds handled, determined as herein provided, except that any such bond shall be in at least the amount of \$1,000 and no such bond shall be required in an amount in excess of \$500,000: *Provided*, That the Secretary, after due notice and opportunity for hearing to all interested parties, and after consideration of the record, may prescribe an amount in excess of \$500,000, which in no event shall exceed 10 per centum of the funds handled. For purposes of fixing the amount of such bond, the amount of funds handled shall be determined by the funds handled by the person, group, or class to be covered by such bond and by their predecessor or predecessors, if any, during the preceding reporting year, or if the plan has no preceding reporting year, the amount of funds to be handled during the current reporting year by such person, group, or class, estimated as provided in regulations of the Secretary. Such bond shall provide protection to the plan against loss by reason of acts of fraud or dishonesty on the part of such administrator, officer, or employee, directly or through connivance with others. Any bond shall have as surety thereon a corporate surety company which is an acceptable surety on Federal bonds under authority granted by the Secretary of the Treasury pursuant to the Act of July 30, 1947 (6 U.S.C. 6-13). Any bond shall be in a form or of a type approved by the Secretary, including individual bonds or schedule or blanket forms of bonds which cover a group or class.

"(b) It shall be unlawful for any administrator, officer, or employee to whom subsection (a) applies, to receive, handle, disburse, or otherwise exercise custody or control of any of the funds or other property of any employee welfare benefit plan or employee pension benefit plan, without being bonded as required by subsection (a) and it shall be unlawful for any administrator, officer, or employee of such plan, or any other person having authority to direct the performance of such functions, to permit such functions, or any of them, to be performed by any such person, with respect to whom the requirements of subsection (a) have not been met.

"(c) It shall be unlawful for any person to procure any bond required by subsection (a) from any surety or other company or through any agent or broker in whose business operations such plan or any party in interest in such plan has any significant control or financial interest, direct or indirect.

"(d) Nothing in any other provision of law shall require any person, required to be bonded as provided in subsection (a) because he handles funds or other property of an employee welfare benefit plan or of an employee pension benefit plan, to be bonded insofar as the handling by such person of the funds or other property of such plan is concerned.

"(e) The Secretary shall from time to time issue such regulations as may be necessary to carry out the provisions of this section. When, in the opinion of the Secretary, the administrator of a plan offers adequate evidence of the financial responsibility of the plan, or that other bonding arrangements would provide adequate protection of the beneficiaries and participants, he may exempt such plan from the requirements of this section.

"ADVISORY COUNCIL

"Sec. 14. (a) There is hereby established an Advisory Council on Employee Welfare and Pension Benefit Plans (hereinafter re-

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

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should not be quoted
or cited)

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HIGHLIGHTS: Both Houses received President's foreign aid message. House agreed to conference report on manpower training bill.

HOUSE

1. MANPOWER. Agreed to the conference report on S. 1991, the proposed Manpower Development and Training Act. This bill will now be sent to the President. See Digest 29 for items of interest. pp. 3659-62
2. FOREIGN TRADE. The Rules Committee reported a resolution for the consideration of H. R. 10607, to amend the Tariff Act of 1930 and certain related laws to provide for the restatement of the tariff classification provisions. p. 3700
Rep. Laird criticized H. R. 9900, the proposed Trade Expansion Act of 1962, saying, "The false impression is being given that great quantities of agricultural products will move into world markets," and inserting a list of agricultural products by countries that were under import controls as of August 15, 1961. pp. 3691-2
3. SMALL BUSINESS. Rep. Patman defended the Small Business Administration's construction set-aside program. pp. 3697-9
4. RURAL MAIL. Received from the Comptroller General a report on the review of selected rural delivery service activities of the Post Office Department. p. 3700

5. PEACE CORPS. The "Daily Digest" states that the Foreign Affairs Committee "considered H. R. 10404, to amend the Peace Corps Act, and Unanimously approved and ordered the introduction of a clean bill, H. R. 10700." p. D166
6. HEALTH. The Rules Committee reported a resolution for the consideration of H. R. 10606, to extend and improve the public assistance and child welfare services programs of the Social Security Act. p. 3700

SENATE

7. FOREIGN AID. Both Houses received the President's foreign aid authorization message (H. Doc. 362) (pp. 3628-9). The President proposed authorizations of \$335 million for development grants, \$481.5 million for supporting assistance, and \$148.9 million for contributions to international organizations.
Sen. Long, La., spoke in support of his proposal "to stop foreign aid to any country whose government or agency thereof had expropriated without adequate compensation property belonging to U. S. citizens." pp. 3593-4
8. MILK. Sen. Wiley expressed concern over the surplus of milk and expressed his belief that the remedy to this surplus problem is "more consumption, more distribution, and the utilization of the constituent parts of milk for industrial purposes." pp. 3627-8
9. FORESTRY. Sen. Gruening inserted his testimony before the Interior and Related Agencies Subcommittee of the S. Appropriations Committee, March 13, urging increased appropriations for the work of the Forest Service in Alaska and including a detailed statement of obligations for the Forest Service in the various States. Also, he inserted two letters from the Chief of the Forest Service reviewing forest highway, roads and trails activities in Alaska. pp. 3573-84
Sen. Proxmire inserted his testimony before Interior and Related Agencies Subcommittee of the S. Appropriations Committee, March 12, in support of the proposed addition to the Forest Products Laboratory at Madison, Wisc. pp. 3590-1
10. FOREIGN TRADE. Sen. Keating discussed the importance of increasing our exports of agricultural products and inserted his correspondence with the State Department on the possible future effects of the European Common Market on farm exports. pp. 3594-5
11. TEXTILES. Sen. Scott inserted a statement by the chairman of the board of Craftex Mills, of Pa., on the effects of textile imports on the domestic textile industry. pp. 3597-8
12. MARKETING. Sen. Morse inserted a letter protesting the use of loss leaders by supermarkets to increase sales. pp. 3624-5

ITEMS IN APPENDIX

13. MILK INVENTORIES. Extension of remarks of Rep. McIntire inserting a schedule "showing the inventories of manufactured milk products currently held by Government." p. A1878
14. RECREATION. Extension of remarks of Sen. Long, Mo., inserting an article and stating that it "sets forth a most striking interrelationship between our Nation's youth and our Nation's woods and streams." p. A1883

tions for 1963 of \$2,753 million, including the \$1,250 million already authorized for development lending, and \$1,500 million (\$200 million below that authorized) for military assistance. The total appropriation request for the foreign economic and military assistance program for fiscal year 1963 is \$4,878 million.

These recommendations are based upon a careful examination of the most urgent needs of each country and area. Each of these forms of assistance, in these amounts, is essential to the achievement of our overall foreign assistance objectives. The total is less than the estimates in the budget because of a reduction in my request for supporting assistance.

One item in particular deserves attention. The past year has amply demonstrated that rapid and unpredictable changes in the world situation of direct interest to our security cannot be foreseen or predicted accurately at the time Congress acts upon the appropriations. I therefore urge the Congress to recognize this need for flexibility to meet contingencies and emergencies and to approve the full authorization and appropriation requested of \$400 million.

III

The Charter of Punta del Este which last August established the alliance for progress is the framework of goals and conditions for what has been called a peaceful revolution on a hemispheric scale.

That revolution had begun before the charter was drawn. It will continue after its goals are reached. If its goals are not achieved, the revolution will continue but its methods and results will be tragically different. History has removed for governments the margin of safety between the peaceful revolution and the violent revolution. The luxury of a leisurely interval is no longer available.

These were the facts recognized at Punta del Este. These were the facts that dictated the terms of the charter. And these are the facts which require our participation in this massive cooperative effort.

To give this program the special recognition and additional resources which it requires, I therefore, propose an authorization of \$3 billion for the alliance for progress for the next 4 years. Of the \$3 billion, an authorization and appropriation of \$600 million is being requested for 1963, with up to \$100 million to be used for grants and the balance of \$500 million or more for development loans. This authorization will be separate from and supplementary to the \$6 billion already authorized for loans for development for 1963 through 1966, which will remain available for use throughout the world.

During the year beginning last March over \$1 billion has been committed in Latin America by the United States in support of the alliance, fulfilling the pledge we made at the first Punta del Este meeting, and launching in a very real way for this hemisphere a dramatic decade of development. But even with this impressive support, the destiny of the alliance lies largely in the hands of

the countries themselves. For even large amounts of external aid can do no more than provide the margin which enables each country through its own determination and action to achieve lasting success.

The United States recognizes that it takes time—to develop careful programs for national development and the administrative capacity necessary to carry out such a program—to go beyond the enactment of land reform measures and actually transfer the land and make the most productive use of it—to pass new tax laws and then achieve their acceptance and enforcement. It is heartening, therefore, that the changes called for by the alliance for progress have been the central issue in several Latin American elections—demonstrating that its effects will be deep and real. Under the Organization of American States, nine outstanding economists and development advisers have begun to assist countries in critically reviewing their plans. Three Latin American countries have already completed and submitted for review their plans for the more effective mobilization of their resources toward national development. The others are creating and strengthening their mechanisms for development planning. A number of Latin American countries have already taken significant steps toward land or tax reform; and throughout the region there is a new ferment of activity centered on improvements in education, in rural development, in public administration, and on other essential institutional measures required to give a sound basis for economic growth.

But more important still is the changed attitudes of peoples and governments already noticeable in Latin America. The alliance has fired the imagination and kindled the hopes of millions of our good neighbors. Their drive toward modernization is gaining momentum as it unleashes the energies of these millions; and the United States is becoming increasingly identified in the minds of the people with the goal they move toward: a better life with freedom. Our hand—extended in help—is being accepted without loss of dignity.

But the alliance is barely underway. It is a task for a decade, not for a year. It requires further changes in outlook and policy by all American States. New institutions will need to be formed. New plans—if they are to be serious—will have to assume a life other than on paper.

One of the brightest pages of the world's history has been the series of programs this Nation has devised, established, and implemented following the Second World War to help free peoples achieve economic development and the control of their own destinies. These programs, which have been solidly based on bipartisan support, are the proud manifestations of our deep-seated love and pursuit of freedom for individuals and for nations.

I realize that there are among us those who are weary of sustaining this continual effort to help other nations. But I would ask them to look at a map and recognize that many of those whom we

help live on the "frontlines" of the long twilight struggle for freedom—that others are new nations posed between order and chaos—and the rest are older nations now undergoing a turbulent transition of new expectations. Our efforts to help them help themselves, to demonstrate and to strengthen the vitality of free institutions, are small in cost compared to our military outlays for the defense of freedom. Yet all of our armies and atoms combined will be of little avail if these nations fall, unable to meet the needs of their own people, and unable to stave off within their borders the rise of forces that threaten our security. This program—and the passage of this bill—are vital to the interests of the United States.

We are, I am confident, equal to our responsibilities in this area—responsibilities as compelling as any our Nation has known. Today, we are still in the first months of a decade's sustained effort. But I can report that our efforts are underway; they are moving in the right direction; they are gaining momentum daily; and they have already begun to realize a small part of their great potential. The turnaround has indeed begun.

JOHN F. KENNEDY.

THE WHITE HOUSE, March 13, 1962.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Mr. HOLLAND. Mr. Speaker, I call up the conference report on the bill (S. 1991) relating to manpower requirements, resources, development, and utilization, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

The Clerk read the statement.

Mr. HOLLAND (during the reading of the statement). Mr. Speaker, I ask unanimous consent that further reading of the statement of the managers on the part of the House be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

(For conference report and statement, see proceedings of the House of March 12, 1962.)

Mr. PERKINS. Mr. Speaker, I introduce and send to the desk H.R. 10682 to authorize the establishment of a Youth Conservation Corps for the employment of young men. The corps will make an important contribution to the conservation and development of our natural resources and outdoor recreational facilities. The bill also authorizes local pilot public service programs for which unemployed young men as well as women between the ages of 16 through 21 will be eligible. This bill is an important administration measure necessarily modified because of legislative developments in connection with the manpower development and training bill, S. 1991.

In a message to the Congress on June 7, 1961, the President asked the Congress to give its attention to an already serious and growing problem of out-of-school and unemployed youth. The President requested action on a measure known as the Youth Employment Opportunities Act, H.R. 8354. Extensive hearings were held on this bill before the Committee on Education and Labor. The bill was then reported and is now pending before the Rules Committee.

The measure I introduce today is also known as the Youth Employment Opportunities Act. Instead of containing three titles, as did the original administration measure, it contains but two.

As does H.R. 8354, this measure would authorize a Youth Conservation Corps and a local public service employment program. The training program, also a feature of H.R. 8354, was transferred by the action of both Houses to S. 1991 (H.R. 8399), the Manpower Development and Training Act, shortly to be enacted into law. The measure I am introducing today contains the employment aspects of the administration's program, that part of its proposal still pending. It will thus provide the House with a clean bill which, I hope, will receive favorable consideration in the near future.

The bill—H.R. 8354—reported by the committee last session made several changes in the original proposal of which the most important was increasing the size of the Youth Conservation Corps from 6,000 enrollees to 12,000 per year. My bill today conforms to the action of the committee in this respect. This bill contains several additional important changes in the administration of the programs:

First. It provides for an identifiable office assigned with the task of administering the Youth Conservation Corps. This change has been strongly advocated by many supporters of the idea of the Youth Conservation Corps.

Second. It provides a greater degree of control of public service programs. Thus plans will be developed by local groups of educators, officials and employment service personnel and submitted for approval to a National Advisory Council on Public Service Employment.

In his state of the Union address, delivered January 11, 1962, the President listed his legislative program. The Youth Employment Opportunities Act was No. 2 in that list.

In his Economic Report transmitted to the Congress on January 20, 1962, the President again strongly recommended passage of the Youth Employment Opportunities Act including the establishment of the Youth Conservation Corps.

In his conservation message delivered to the Congress on March 1, 1962, the President called for the enactment of a Youth Conservation Corps as an important step toward the improvement of the Nation's conservation and its recreational facilities.

Mr. Speaker, I am glad that the Congress has accepted one-third of the administration's proposal for helping the nearly 1 million out-of-school and un-

employed youth. The President has made it abundantly clear that the rest of the program deserves the immediate attention of the Congress. My bill will, if adopted, enact the remaining two-thirds of the administration's proposal.

Mr. KEARNS, Mr. Speaker, as you know, the Republican substitute for the Manpower Development and Training Act which was overwhelmingly adopted by this House contained a number of very important standards and safeguards. I am very happy to report that in our conference with our Senate colleagues we were able to retain all of these important measures. Thus, the bill which we present today is a good bill. If it is properly administered, it can provide much of the training which is so desperately needed by so many of our unemployed. It will also provide the means whereby the significant data on employment trends and future skill needs can be compiled and then disseminated to employees, employers, and unions.

Now, to be specific, what compromises were made in our conference? Also, what important features of the House bill were retained?

First, the bill now provides for a 3-year program. As you will recall, the House bill provided for a 2-year program while the Senate bill called for a 4-year program. The compromise which was agreed to, established a 3-year program. However, State matching is required after the first 2 years and both the Secretary of Labor and the Secretary of HEW must submit detailed reports to Congress at the end of the first and second years.

Second, the conference bill adopts the Senate form and sets forth the provisions of the bill under three titles rather than five. This is only a technical change which was made so that redundancy could be avoided. The important thing to note is that the duties of the Secretary of Labor and the Secretary of HEW are still carefully spelled out. And, even more important, all of the provisions were retained which establish that the Secretary of HEW shall have full responsibility for all educational aspects of this bill. This includes the furnishing of supplementary classroom work when such work is required by an on-the-job training program.

Third, although the appropriations have been codified under one section—304(a)—the overall cost of the program remains approximately the same. The first full year will cost \$100 million and the second and third years will cost \$165 million each. In addition, \$5 million has been provided for the fiscal year ending June 30, 1962, for planning and starting programs. Thus, for the full 3-year-and-3-month period this training program will cost \$435 million.

This is a lot of money. However, the benefits which can be realized from this program are also enormous. I, for one, when reviewing the results of this program after the first and second years, will do my best to make sure that this money is being wisely spent and that the maximum benefits are being realized. If this is not the case, I shall then bend every effort to effect immediate remedial

changes so that the program can operate efficiently. In the event the necessary changes cannot be made I shall then return to the floor of this House and urge the immediate cancellation of the program. I want to make it perfectly clear that this bill does not establish a bureaucratic, experimental toy. This bill has been enacted because the needs of our country demand that a positive, hard-hitting training program be undertaken. This can and must be done. If, unfortunately, this bill is unsuccessful, then this legislation must be terminated forthwith and some other means devised.

Very quickly, Mr. Speaker, I would also like to note that the conference bill retained all of the House safeguards with respect to the selection of the trainees and the circumstances under which they can be paid a training allowance. In addition, it has been made clear that the Secretary of Labor must work through existing State agencies when setting up on-the-job training programs. In this respect it will be much similar to the manner in which the vocational education programs are administered.

The Secretary of HEW and the State vocational training agencies have been instructed to utilize the services of the many excellent private institutions whenever this is possible.

Finally, specific instructions are given in the manager's statement that when unemployment compensation is paid to a trainee and reimbursement is made to the State funds, the particular employer and employees account that has been charged is to be credited. This particular instruction carries out the will of the House in this matter. It must be underscored at this point, for the Department of Labor has indicated that it would interpret this reimbursement provision in a manner which would prohibit the crediting of the particular employer-employee account.

In conclusion then, this is a good bill. It has many vital safeguards and standards. If it is properly administered, it can do the job. I am confident that by carefully reviewing the bill's administration at the end of the first and second year we can do a great deal to keep it efficiently administered and going in the right direction.

Mr. HOLLAND. Mr. Speaker, on March 6, Mr. POWELL, Mr. O'HARA, Mr. JOELSON, Mr. SMITH, Mr. KEARNS, Mr. GOODELL, Mr. GARLAND, Mr. BRUCE and I, as conferees designated by the Speaker on S. 1991, met with six Members of the other body who were similarly designated.

Before us was the task of reconciling the differences which appeared in the measures adopted by the House and Senate.

I am happy to point out there were very few differences.

With the exception of the structure of the bill, very few additions were necessary and these will be outlined by my colleague, Congressman O'HARA.

In order to secure complete agreement among the attending conferees, only two meetings were required. On March 7, the 15 members of the con-

ference committee, with only 1 abstention, endorsed the provisions of the legislation now before us.

I believe there are very few occasions when such general accord has been shown by the Members of Congress.

The desperate need of the unemployed workers, the underemployed farmers, and our inadequately trained youth throughout the Nation has been recognized as the No. 1 problem on our homefront.

The Senate, displaying its awareness of the seriousness of the present unemployment problem, passed—by a voice vote—this report now before us the day after our conference committee reported it out.

I would like—at this time—to say that it was a pleasant experience to serve on this conference as the spirit of cooperation and the desire to provide adequate training programs for our unemployed prevailed throughout the meetings we held.

All of the attending conferees, from both the House and the Senate, recognized the urgent need of this legislation and worked diligently toward satisfactory agreement of minor differences.

As chairman of the Subcommittee on Unemployment and the Impact of Automation, I would like to especially express my appreciation to the members of the House committee who served as conferees. We have gone through quite a bit together—from our original open hearings to this presentation of the final legislation—and I believe I can truthfully say that our convictions for the need of it have grown with each passing day.

With the overwhelming support of this legislation, already a matter of record by the vote of the House Members on February 28, I ask that you again endorse this program by supporting the conference report we have presented.

Mr. GOODELL. Mr. Speaker, I would like to comment briefly with respect to the conference report on the Manpower Training and Development Act. In my brief comments I will try to underscore some of what I feel are the more important provisions of this bill as it has been modified by the conference.

RESPONSIBILITY FOR EDUCATION

The Senate bill contained a provision to the effect that where on-the-job training programs require supplementary classroom instruction, the appropriate arrangements for such instruction shall be agreed to between the Secretary of Health, Education, and Welfare and the Secretary of Labor. This provision was retained in the conference substitute. Thus, when classroom work is required by an on-the-job training program, it is the intent of Congress that such classroom work will be provided by the Secretary of Health, Education, and Welfare in conjunction with the various State vocational education groups.

In addition, although the Senate provision stating that the Secretary of Labor shall test, counsel, and select youths for occupational training and further schooling was adopted, the conference report underscores the fact that the inclusion of the words "further schooling" does not indicate that the Secretary of Labor is to handle matters

of classroom instruction. Those words merely recognize the growing emphasis on work-study programs. Finally, although the conference substitute includes the Senate provision which directs the Secretary of Labor to secure the adoption of training programs by various groups, the reference to educational groups which appeared in the Senate version is stricken. This again conforms to the general pattern of the conference bill which divorces the Secretary of Labor from any connection with educational functions.

ON-THE-JOB TRAINING

The conference substitute contains language which specifically mentions State on-the-job training programs. This inclusion is intended to stress the desirability of the Secretary of Labor first seeking State agreements whenever States have on-the-job training programs. In this connection, it should be noted that prior to the Senate adopting the conference report, my colleague from New York, Senator JAVITS, noted that New York State has a very effective on-the-job training program. He advised that it was his understanding that the Secretary of Labor would work through this State on-the-job training program when he places in effect the provisions of this act. Senator CLARK, who was the chairman of the conference, agreed with Senator JAVITS' interpretation of this provision. I would also like to state that it is certainly my understanding that there was general agreement among the conferees regarding the manner in which the Secretary of Labor should administer the on-the-job training programs. Thus, it was agreed that in those States where there is an effective on-the-job training program, or such a program is adopted, the Secretary of Labor should work through the State agency which administers such a program.

UTILIZATION OF PRIVATE INSTITUTIONS

The conference report underscores the fact that whenever possible the many excellent private institutions will be utilized in the vocational education programs. As we are all aware, there are many excellent private institutions which perform invaluable service in many of our States. It is anticipated that the services of these private institutions will be used whenever it is possible to do so. In many instances it will be only through the adequate utilization of these institutions that the training called for under this act can be carried forward.

REIMBURSEMENT OF UNEMPLOYMENT COMPENSATION PAYMENTS

The House provision which provides for reimbursement whenever unemployment compensation payments have been paid to a trainee has been included in the conference bill. During the House debate on this bill, it was specifically noted that where such reimbursement has been made, the employer's account which has been charged as a result of the payment of unemployment compensation should be credited. Unfortunately, the Labor Department, I understand, tentatively chose last week to interpret this provision as meaning that

although there is reimbursement to a State fund, the particular employer's account which has been charged should not be credited. This interpretation directly contradicts the congressional intent. Members of our committee and the chairman of the Ways and Means Committee are agreed on this point. In order to clarify this point once and for all, the manager's statement provides:

It is the intent of this subsection that if a State is reimbursed for paying unemployment compensation to trainees, that employers should not be charged with such unemployment compensation payments under the experience rating provisions of their laws, and that the trainees should not have their eligibility for unemployment compensation reduced on account of the payments they receive during training.

In view of this statement, there now is absolutely no basis for the Labor Department to misinterpret the intent of Congress. I am confident that they will not do so.

PAYMENT OF TRAINING ALLOWANCES TO YOUTHS

Although the House bill did not contain a provision which would permit the payment of training allowances to youths, the conferees agreed to include such a provision. However, this provision is precisely stated and is very carefully limited in its application. Thus, the conference substitute permits the Secretary to pay training allowances at a rate not to exceed \$20 a week to youths in their 19th, 20th, and 21st years where such allowances are necessary to provide for occupational training, but not more than 5 percent of the estimated total training allowances paid annually to the Secretary can be paid to such youths. By this provision it is intended that training allowances may be paid to those youths who have either completed their high school education or are too old or completely unsuited for further schooling of this type. In most cases, the youths receiving training allowances will be married and often times the head of a family. In no way is this provision intended to encourage youths to drop out of school when they should be continuing such schooling.

FURTHER CLARIFICATIONS OF SPECIFIC SECTIONS OF THE MANPOWER DEVELOPMENT AND TRAINING ACT

Mr. O'HARA. Mr. Speaker, section 203(c) contains three conditions to the payment of training allowances under this bill. First, that the recipient must be unemployed; second, that he must have had not less than a 3-year attachment to the labor market; and third, that he be the head of a family or a household as defined in the Internal Revenue Code of 1954. Any persons, irrespective of age, who meet all three of these criteria and who are selected for training will be entitled to training allowances. Unemployed youths between the ages of 19 and 22 who have not had at least 3 years of experience in gainful employment and who are not heads of families may, if they are receiving training, be paid a training allowance at a rate not to exceed \$20 a week.

Unemployed youths less than 19 years of age who do not meet the other two

criteria specified in this section and who are selected for training can receive no training allowance in this bill.

Section 202(a) includes provision for a special program for the testing, counseling and selection of youths 16 years or older for occupational training and further schooling. The age limitation intended in this provision is 16 through 21.

Section 203(b) is intended to permit the payment of subsistence expenses and transportation costs not to exceed the rate of 10 cents per mile to any persons who are receiving training, whether or not they are eligible for, or are receiving, training allowances subject to the conditions contained in this section.

The SPEAKER. The question is on agreeing to the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND

Mr. HOLLAND. Mr. Speaker, I ask unanimous consent that all Members desiring to do so may have 5 days in which to extend their remarks on the conference report just adopted.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

EXTENSION OF REMARKS

Mr. PERKINS. Mr. Speaker, I ask unanimous consent that the remarks I made this morning be placed in the RECORD immediately preceding the adoption of the so-called conference report on the manpower bill.

The SPEAKER. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

CALL OF THE HOUSE

Mr. HAYS. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently, a quorum is not present.

Mr. ALBERT. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 33]

Alford	Huddleston	Rhodes, Ariz.
Andrews	Hull	Roberts, Ala.
Avery	Jensen	St. Germain
Blitch	Karth	Shelley
Chelf	Kitchin	Smith, Miss.
Davis,	McVey	Spence
James C.	Macdonald	Steed
Davis, Tenn.	Morse	Thompson, N.J.
Flynt	Moulder	Tollefson
Gialmo	Norrell	Weaver
Grant	Powell	Whitten
Harrison, Va.	Burcell	Willis
Hoffman, Mich.	Rains	Wilson, Calif.
Hosmer	Randall	Zablocki

The SPEAKER. On this rollcall 392 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

ANTITRUST CIVIL PROCESS ACT

Mr. SISK. Mr. Speaker, by direction of the Committee on Rules, I call up the resolution—House Resolution 558—providing for the consideration of S. 167, a bill to authorize the Attorney General to compel the production of documentary evidence required in civil investigations for the enforcement of the antitrust laws, and for other purposes, and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 167) to authorize the Attorney General to compel the production of documentary evidence required in civil investigations for the enforcement of the antitrust laws, and for other purposes. After general debate, which shall be confined to the bill, and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on the Judiciary, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

The SPEAKER. The gentleman from California is recognized for 1 hour.

Mr. SISK. Mr. Speaker, I yield to the gentleman from California [Mr. SMITH] 30 minutes and now yield myself such time as I may consume.

Mr. Speaker, House Resolution 558 provides for the consideration of S. 167, a bill to authorize the Attorney General to compel the production of documentary evidence required in civil investigations for the enforcement of the antitrust laws, and for other purposes. The resolution provides for an open rule with 2 hours of general debate.

The purpose of S. 167 is to enable the Department of Justice to obtain documentary evidence during the course of a civil investigation to enforce the antitrust laws.

Certainly a determination whether or not to bring a civil antitrust suit, wherever possible, should be made only after an adequate investigation. Fairness to a prospective defendant requires no less. On the other hand, to enforce the antitrust laws adequately on the civil side, the antitrust authorities must be able to make an adequate investigation to ascertain the facts.

Although the Federal Trade Commission, like many other Government agencies, has authority to procure documents for investigative purposes, the Department of Justice, which, through its Antitrust Division, is the primary enforcer of the antitrust laws, lacks such authority. This proposed legislation would merely place the Department of Justice on a parity with other Government agencies in this respect.

Mr. Speaker, I urge the adoption of House Resolution 558.

(Mr. SISK asked and was given permission to revise and to extend his remarks.)

Mr. SMITH of California. Mr. Speaker, I yield myself such time as I may consume.

(Mr. SMITH of California asked and was given permission to revise and to extend his remarks.)

Mr. SMITH of California. Mr. Speaker, as stated by the gentleman from California, this provides for an open rule of 2 hours for the consideration of S. 167, which if passed will permit the Attorney General, or his Assistant in charge of the Civil Division of Antitrust, to request documents from corporations, partnerships, and associations in connection with civil antitrust cases. There are some four different ways by which investigations and papers can now be obtained.

One, of course, is to ask the person being investigated or the corporation to provide them. This has not been too effective over the years. The second is the grand jury method of subpoena. The third has to do with the Federal Trade Commission.

For some 40 years they have had the power to do as is asked for in this bill and, of course, the Department of Justice could go through the Federal Trade Commission, but that is not the best way to do it. The Justice Department is reluctant to proceed in this way. Of course, the fourth is that they could file a case of an antitrust violation.

This might cause cases to be filed which later were proven unjustified. So this bill is an effort to permit the Antitrust Division to get the documents they think are necessary.

In making a change like this we must keep in mind that we do not want to ask the corporations to come in and testify against themselves. These questions were presented to the Judiciary Committee, who state there is adequate protection. Where the associations or corporations do not wish to give up the papers then, a case would have to be filed in the Federal court demanding the papers. If the Federal court held that they had to give them up, then, of course, if they did not give them up they could be held in contempt of court.

The American Bar Association has worked on the bill and, I understand, approves of it.

I request the adoption of the bill.

Mr. SISK. Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

AMENDING THE IMMIGRATION AND NATIONALITY ACT

Mr. COLMER. Mr. Speaker, by direction of the Committee on Rules, I call up the resolution, House Resolution 559, and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the



Public Law 87-415
87th Congress, S. 1991
March 15, 1962

An Act

Relating to manpower requirements, resources, development, and utilization, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Manpower Development and Training Act of 1962".

Manpower Development and Training Act of 1962.

TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION

STATEMENT OF FINDINGS AND PURPOSE

SEC. 101. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for reemployment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

76 STAT. 23.

76 STAT. 24.

EVALUATION, INFORMATION, AND RESEARCH

SEC. 102. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods for detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto;

(2) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 104.

(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of and providing useful work experience and training opportunities for untrained and inexperienced youth;

(4) promote, encourage, or directly engage in programs of information and communication concerning manpower requirements, development, and utilization, including prevention and amelioration of undesirable manpower effects from automation and other technological developments and improvement of the mobility of workers; and

(5) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

76 STAT. 24.
76 STAT. 25.

SKILL AND TRAINING REQUIREMENTS

SEC. 103. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

MANPOWER REPORT

SEC. 104. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

Reports to
President and
Congress.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

GENERAL RESPONSIBILITY

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required.

SELECTION OF TRAINEES

SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under this Act those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. Whenever appropriate the Secretary shall provide a special program for the testing, counseling, and selection of youths, sixteen years of age or older, for occupational training and further schooling. Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act. Workers in farm families.

(b) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall, to the maximum extent possible, also refer other persons qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to persons to be trained for skills needed within, first, the labor market area in which they reside and, second, within the State of their residence. Priority standards.

(c) The Secretary of Labor shall determine the occupational training needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide counseling and placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred. 76 STAT. 25.
76 STAT. 26.

(d) Before selecting a person for training, the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the person is to be trained. If such employment is not available in the area in which the person resides, the Secretary shall obtain reasonable assurance of such person's willingness to accept employment outside his area of residence.

(e) The Secretary shall not refer persons for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation. Duration of training program.

(f) The duration of any training program to which a person is referred shall be reasonable and consistent with the occupation for which the person is being trained.

(g) Upon certification by the responsible training agency that a person who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, the Secretary shall forthwith terminate his training and subsistence allowances, and his transportation allowances Termination of training.

except such as may be necessary to enable him to return to his regular place of residence after termination of training, and withdraw his referral. Such person shall not be eligible for such allowances for one year thereafter.

TRAINING ALLOWANCES

Agreements with
States.

SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed persons selected for training pursuant to the provisions of section 202 and undergoing such training in a program operated pursuant to the provisions of this Act. Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided however*, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance, shall receive an allowance increased by the amount of such excess. With respect to Guam and the Virgin Islands the Secretary shall by regulation determine the amount of the training allowance to be paid any eligible person taking training under this Act.

Guam and Virgin
Islands.

68 Stat. 1130.
42 USC 1361-
1371.

With respect to any week for which a person receives unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid to a person eligible for a training allowance under this Act. This supplemental training allowance shall not exceed the difference between his unemployment compensation and the average weekly unemployment compensation payment referred to above.

76 STAT. 26.
76 STAT. 27.

On-the-job
trainees.

For persons undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours.

Limitations.

(b) The Secretary of Labor is authorized to pay to any person engaged in training under this title, including compensated full-time on-the-job training, such sums as he may determine to be necessary to defray transportation and subsistence expenses for separate maintenance of such persons when such training is provided in facilities which are not within commuting distance of their regular place of residence: *Provided*, That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding \$35 per week, at the rate of \$5 per day; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

68A Stat. 3.
26 USC 1.

(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than three years of experience in gainful employment and are either heads of families, or heads of households as defined in the Internal Revenue Code of 1954, except that he may pay training allowances at a rate not exceeding \$20 a week

to youths over nineteen but under twenty-two years of age where such allowances are necessary to provide them occupational training, but not more than 5 per centum of the estimated total training allowances paid annually under this section may be paid to such youths.

(d) After June 30, 1964, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 50 per centum of the amount of such payments. Payments to States.

(e) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week. 68 Stat. 1130.
42 USC 1361-1371.

(f) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

(g) Any agreement under this section may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of persons for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer. Finality of determinations.

(h) If State unemployment compensation payments are paid to a person taking training under this Act and eligible for a training allowance, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account. State unemployment compensation payments.
76 STAT. 27.
76 STAT. 28.

(i) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination (for other than good cause) of the training with respect to which such allowance or payment was made.

(j) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

ON-THE-JOB TRAINING

SEC. 204. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip persons selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by the States and by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective training

programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

Training standards.

(b) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

(3) that adequate and safe facilities, and adequate personnel and records of attendance and progress are provided; and

(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

(c) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

NATIONAL ADVISORY COMMITTEE

SEC. 205. (a) The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

(b) The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.

(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.

(d) Appointed members of the Committee shall be paid compensation at the rate of \$50 per diem when engaged in the work of the Committee, including travel time, and shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 73b-2) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

(e) (1) Any member of the Committee is hereby exempted, with respect to such appointment, from the operation of sections 281, 283, and 1914 of title 18 of the United States Code, and section 190 of the Revised Statutes (5 U.S.C. 99), except as otherwise specified in paragraph (2) of this subsection.

76 STAT. 28.
76 STAT. 29.

Compensation.

60 Stat. 808;
75 Stat. 339,
340.

62 Stat. 697,
793.

(2) The exemption granted by paragraph (1) of this subsection shall not extend—

(A) to the receipt or payment of salary in connection with the appointee's Government service from any source other than the private employer of the appointee at the time of his appointment, or

(B) during the period of such appointment, to the prosecution or participation in the prosecution, by any person so appointed, of any claim against the Government involving any matter with which such person, during such period, is or was directly connected by reason of such appointment.

STATE AGREEMENTS

SEC. 206. (a) The Secretary of Labor is authorized to enter into an agreement with each State, or with the appropriate agency of each State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may make payments to such State or appropriate agency for expenses incurred for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary.

RULES AND REGULATIONS

SEC. 207. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

Regulatory
authority.

76 STAT. 29.

76 STAT. 30.

PART B—DUTIES OF THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

GENERAL RESPONSIBILITY

SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training needed to equip persons referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals. Such State agencies shall provide for such training through public education agencies or institutions or, if facilities or services of such agencies or institutions are not adequate for the purpose, through arrangements with private educational or training institutions. The State agency shall be paid 50 per centum of the cost to the State of carrying out the agreement, except that for the period ending June 30, 1964 the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons. Such agreements shall contain such other provisions as will promote effective administration (including provision (1) for reports on the attendance and performance of trainees, (2) for immediate certification to the Secretary of Labor by the responsible training agency with respect to each person referred for training who does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, and (3) for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the

Agreements
with States.

United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

RULES AND REGULATIONS

Regulatory authority.

SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

TITLE III—MISCELLANEOUS

APPORTIONMENT OF BENEFITS

SEC. 301. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State, and (5) the average weekly unemployment compensation benefits paid by the State. The Secretary of Labor and the Secretary of Health, Education, and Welfare are authorized to make reapportionments from time to time where the total amounts apportioned under this section have not been fully obligated in a particular State, or where the State or appropriate agencies in the State have not entered into the necessary agreements, and the Secretaries find that any other State is in need of additional funds to carry out the programs authorized by this Act.

76 STAT. 30.
76 STAT. 31.

MAINTENANCE OF STATE EFFORT

SEC. 302. No training program which is financed in whole or part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

39 Stat. 929.
20 USC 11-15,
16-28.
60 Stat. 775;
72 Stat. 1598.
20 USC 15i-15ggg.

OTHER AGENCIES AND DEPARTMENTS

SEC. 303. (a) In the performance of their functions under this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services

or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and the Secretary of Health, Education, and Welfare and, to the extent permitted by law, to provide such services and facilities as either may request for his assistance in the performance of his functions under this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall carry out their responsibilities under this Act through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

APPROPRIATIONS AUTHORIZED

SEC. 304. (a) There are hereby authorized to be appropriated \$2,000,000 for the fiscal year ending June 30, 1963, \$3,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title I.

(b) There are hereby authorized to be appropriated \$97,000,000 for the fiscal year ending June 30, 1963, \$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

(c) There are hereby authorized to be appropriated \$1,000,000 for the fiscal year ending June 30, 1963, \$1,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title III.

76 STAT. 31.
76 STAT. 32.

(d) There are hereby authorized to be appropriated \$5,000,000 for the fiscal year ending June 30, 1962, for planning and starting programs under this Act.

LIMITATIONS ON USE OF APPROPRIATED FUNDS

SEC. 305. (a) Funds appropriated under the authorization of this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

(b) Any equipment and teaching aids purchased by a State or local vocational education agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

(c) No portion of the funds to be used under part B of this Act shall be appropriated directly or indirectly to the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in training under part B.

(d) Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated.

AUTHORITY TO CONTRACT

SEC. 306. (a) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establish- Limitation.

ment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that assistance will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

SELECTION AND REFERRAL

Membership in
labor organiza-
tions.

SEC. 307. The selection of persons for training under this Act and for placement of such persons shall not be contingent upon such person's membership or nonmembership in a labor organization.

DEFINITION

"State."

SEC. 308. For the purposes of this Act, the term "State" includes the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

SECRETARIES' REPORTS

Reports to
Congress.

76 STAT. 32.

76 STAT. 33.

SEC. 309. (a) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under title I and part A of title II, including the number of persons trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.

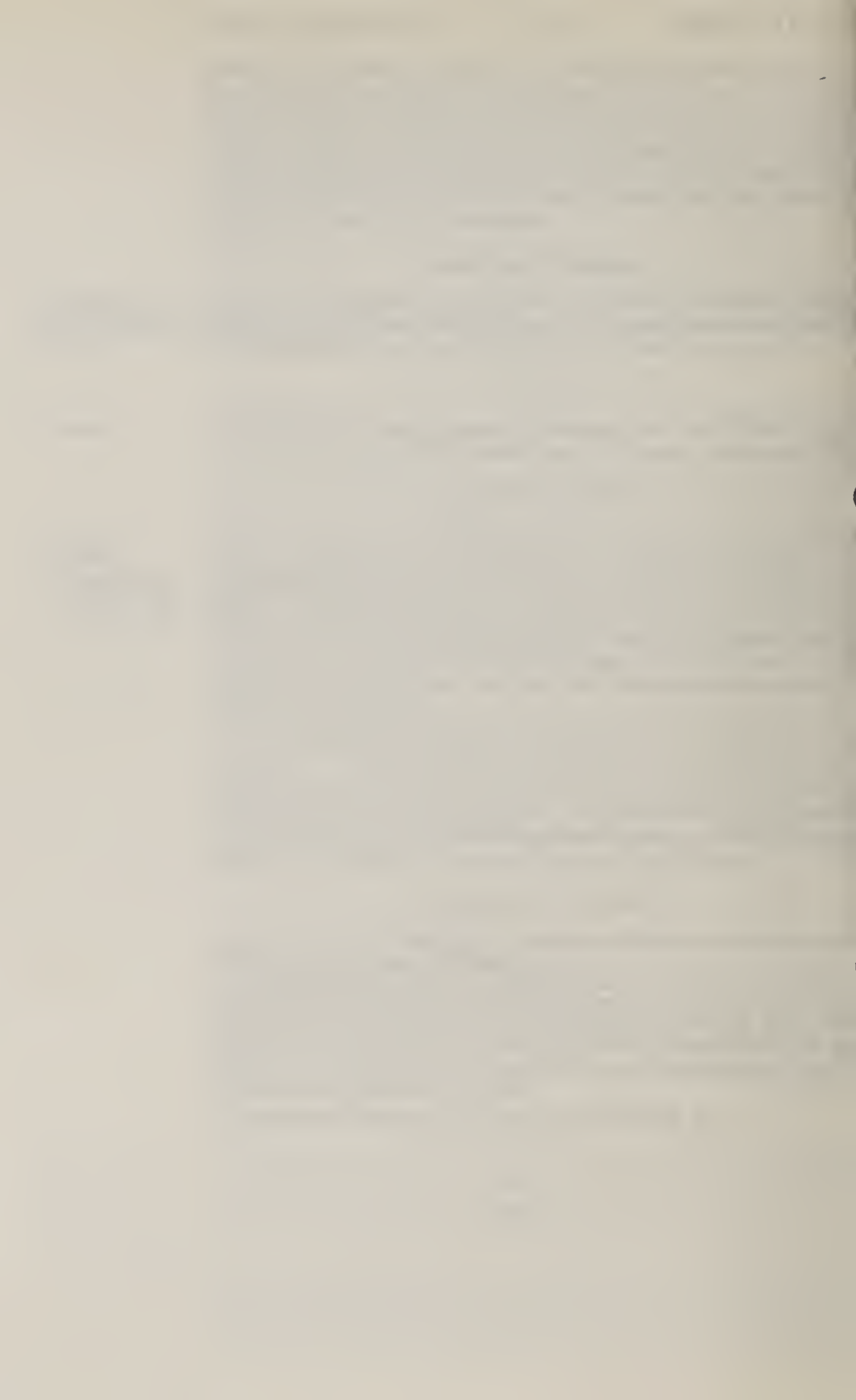
(b) Prior to March 1, 1963, and again prior to March 1, 1964, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under part B of title II, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

TERMINATION OF AUTHORITY

SEC. 310. (a) All authority conferred under title II of this Act shall terminate at the close of June 30, 1965.

(b) Notwithstanding the foregoing, the termination of title II shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment or other obligation entered into prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under title II of this Act after December 30, 1965.

Approved March 15, 1962, 10:40 a.m.



MARCH 15, 1962

Office of the White House Press Secretary

THE WHITE HOUSESTATEMENT BY THE PRESIDENT ON THE
SIGNING OF S. 1991, THE "MANPOWER
DEVELOPMENT AND TRAINING ACT OF
1962."

I have today signed S. 1991, the "Manpower Development and Training Act of 1962."

The Manpower Development and Training bill, which passed the Congress on Tuesday, is perhaps the most significant legislation in the area of employment since the historic Employment Act of 1946. For this reason, I have acted at the earliest opportunity to sign this measure into law. The new training program will give real meaning to the Act by making possible the training of the hundreds of thousands of workers who are denied employment because they do not possess the skills required by our constantly changing economy. Their training is important both to them as individuals and to the economic health of the entire Nation.

I commend the Congress for the support it has given to this important proposal of the Administration.

The Administration will move promptly and vigorously to launch this program. Unemployed workers eligible under the program can expect:

- Up to 52 weeks of training in a skill needed to gain employment
- Adequate allowances for heads of families to enable them to support their families and devote full attention to the task of acquiring new skills.
- Thorough guidance and assistance from the United States Employment Service in helping them to choose the kind of work for which they are best suited and a concerted effort to help assure that a suitable job rewards their initiative.

This far-reaching bill not only addresses itself to the problems of the present, but requires us to anticipate future needs as employment conditions change. This is the first in a series of needed employment programs and I am hopeful that all of the measures necessary for achieving a high and stable level of employment, recommended by this Administration, will be available to the Federal Government in the near future.

Our success in fulfilling our world responsibilities rests upon the success of our efforts to maintain a strong and flexible economy at home. This act will make a significant contribution to these efforts.

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